



COJ INNER-CITY STREET & INFORMAL TRADING PLAN

DRAFT INFORMAL TRADING PLAN

April 2026



CONTENTS

EXECUTIVE SUMMARY	9
1. INTRODUCTION	11
1.1. Project scope	11
1.2. Limitations and Exclusions of Street and Informal Trading Plan	11
1.2.1. Operational and Capacity Limitations	11
1.2.2. Scope Exclusions as per Terms of Reference (TOR)	12
1.2.3. Other common exclusions in Informal Trading Policy Frameworks	13
1.2.4. Risk Register for the Inner-City Street and Informal Trading Plan	13
1.3. Background.....	14
1.3.1. Informal Sector Employment	14
1.4. Purpose	16
1.5. Identified Issues	16
1.6. Study Objectives.....	16
1.7. Methodology	17
1.8. Process.....	18
2. SPATIAL CONTEXT	21
2.1. COJ Inner-City Locality and Extent	21
2.2. Zoning and Legal Land Status	23
2.2.1. Zoning.....	23
2.2.2. Survey Area	25
2.3. City of Johannesburg Demographics.....	26
2.4. Survey.....	27
2.4.1. Site Visit Observation and Insights.....	27
2.5. Survey Methodology	27
2.6. CoJ Inner-City Informal Trading Survey Findings.....	30
2.7. Inner-City Informal Trading Activities Over the Years.....	32
2.8. Relationship Between Informal Trading and Land Use	34
2.9. Land Uses and Activities Per Precinct	40
2.10. Informal Trading Space Realities	46
2.11. Traffic Volumes.....	48
2.12. Risk Identification	49
2.12.1. Risk Assessment Methodology.....	49
2.12.2. Congestion Risk Register	49
2.13. Critical Stakeholders.....	49
2.13.1. Affected and Active Stakeholders.....	50
2.14. Trader Challenges and Reporting Structures	50
2.14.1. Required Interventions: Opportunities.....	51
2.15. SWOT Analysis.....	52

3.	STREET AND INFORMAL TRADING PLAN	54
3.1.	Key Considerations.....	55
3.2.	Key Issues	55
3.2.1.	<i>Cross-Departmental Service Areas</i>	56
3.2.2.	Utility Services and Cleaning	56
3.2.4.	Legal Framework for Informal Traders Health and Safety.....	58
3.2.5.	Economic Development, Transport and Planning	59
3.3.	Law Enforcement	59
3.4.	Best Practices for Informal Trading Buildings	61
3.5.	Previous Studies.....	64
3.5.1.	Inner City Transport Masterplan	64
3.5.2.	Best Practice Approaches.....	64
3.5.3.	Design Standards for Trading Spaces	64
3.5.4.	Trading at Transport Facilities	64
3.5.5.	Walkable Network Proposals	64
3.5.6.	Main Priority Projects.....	64
3.5.7.	Design Standards and Accessibility.....	64
3.6.	Inner City Informal Trading Master Plan	64
3.6.1.	Trading Subject to Road Closures.....	65
3.6.2.	New Trading Area Including Pavement Improvements	65
3.6.3.	Trading Proposed to Continue Until Completion of Taxi Facilities	65
3.6.4.	Development of New Trading Facilities in Line with City By-Laws	65
3.7.	Lessons Learnt from the Execution of Prior Studies	65
4.	INFORMAL TRADING PLAN.....	67
4.1.	Existing Trading Areas.....	67
4.1.1.	Existing Trading Informality Comparison	68
4.1.2.	Potential Trading Accommodation	69
4.2.	Precinct-Level Considerations	72
4.2.1.	Zoning Context at Precinct-Level.....	76
4.3.	Walkable Network	76
4.4.	Activity Nodes, Open Space and Transport Network.....	77
4.5.	Urban Design Objectives	79
4.6.	Preferred and Strategic Locations for Informal Trading	81
4.6.1.	Proposed Trading Areas	81
4.6.2.	High Court and Transport Precincts Proposals	82
4.6.3.	Transit Precinct Proposals	84
4.6.4.	Hillbrow Health Precinct Proposals	85
4.6.5.	Proposed New Trading Areas	88
4.6.6.	Addressing Low Pedestrian Volumes	90
4.7.	Trading Models	90

4.8.	Trading Typology and Trading Feasibility	94
4.8.1.	Trading Stall Typologies Design Brief	94
4.9.	Informal Trading Framework and Trading Areas Design Concepts	104
4.10.	Informal Trading Markets Proposals	104
4.11.	Infrastructure Considerations and Guidelines	105
4.11.1.	Sidewalk Design	107
4.11.2.	Street Furniture	108
4.11.3.	Water And Sanitation	108
4.11.4.	Solid Waste Management	110
4.11.5.	Stormwater Drainage	110
4.11.6.	Buffers	111
4.12.	Safety And Accessibility Considerations	111
4.13.	Infrastructure proposed for potential trading areas	111
5.	STAKEHOLDER ENGAGEMENT	113
5.1.	Public Participation Process	113
5.2.	Incorporation of Departmental Comments	113
5.3.	Informal Trader Committees	114
6.	IMPLEMENTATION & MANAGEMENT FRAMEWORK AND DETAILED OPERATIONAL PLAN	116
6.1.	Approach to Implementation & Management Framework and Operational Plan	116
6.1.1.	Alignment with previous and current plans	116
6.2.	Key Consultation Views / Perspectives	116
6.2.1.	Perspectives from City Departments and Entities	117
6.2.2.	Perspectives from Informal Traders and Advocacy Groups	117
6.3.	CID's, Business and other Interested and Affected Parties	118
6.4.	Approach to Implementation	118
6.4.1.	Key Service Areas to be Addressed	118
6.4.2.	Areas proposed for Street and Informal Trading	119
6.4.3.	Restructuring and Upgrading Proposals	120
6.4.4.	Identification of Alternative Buildings to support Street and informal Trading	120
6.4.5.	Infrastructure Considerations (Water & Sanitation)	120
6.4.6.	Sidewalk Design	121
6.4.7.	Street Furniture	121
6.4.8.	Solid Waste Management	121
6.4.9.	Stormwater Drainage	121
6.4.10.	Safety And Accessibility Considerations	121
6.5.	Street and Informal Trading Urban Design Framework (UDF)	122
6.5.1.	Facility and Infrastructure Development	122
6.5.2.	Trading Interventions – Precinct Level	122
6.5.3.	Trading Spaces Proposals – Street Level	124
6.6.	Implementation Models and Mechanisms for the Inner-City Street and Informal Trading Plan	127

6.6.1.	Foundational Implementation Model: The Precinct Management Model (PMM)	127
6.6.2.	Role, benefits and challenges of municipal precinct management	127
6.6.3.	Key Components of Precinct Management Model	128
6.6.4.	Supporting Implementation Model: The Integrated Management Model (IMM)	129
6.6.5.	The Policy and Legal Mechanism: The Policy Alignment and Review Framework	130
6.7.	Operational Model.....	130
6.7.1.	Selection of an Operational Model.....	130
6.7.2.	Policy and Legislative Framework	130
6.7.3.	Spatial Planning and Allocation	131
6.7.4.	Integrated Service Delivery	132
6.7.5.	Management and Enforcement Model.....	132
6.7.6.	Economic and Developmental Support	133
6.7.7.	Operational Model for Informal Trading Management.....	133
6.8.	Proposed Management Models	135
6.9.	Operational Model Proposal	135
6.9.1.	Core Proposal: The Hybrid Co-Management Framework.....	135
6.9.2.	Institutional Alignment: The Informal Economy Management	135
7.	INCENTIVES	138
8.	INVESTOR PACKAGES.....	141
8.1.	Types of Investment.....	141
8.2.	Investment Incentives	141
8.3.	Investment Opportunities	142
8.4.	Investor Classification by Precinct for Informal Trading Infrastructure	143
9.	HIGH LEVEL COSTINGS	146
9.1.	Phasing Implementation.....	146
9.1.1.	Short Term Interventions (2027-2029)	146
9.1.2.	Medium Term Interventions (2030-2035)	147
9.2.	Criteria for street traders earmarked for relocation	147
9.2.1.	Long term Interventions (2032-2036)	149
9.3.	High Level Costings Summation.....	150
10.	CONCLUSION	151
11.	REFERENCES	152

LIST OF FIGURES

Figure 1: Number of people employed in the informal sector in South Africa from 2013 to 2023.....	14
Figure 2: Trends in Informal Sector Employment across Gauteng Metros, 2015 – 2024 (Source: QLFS, 2025) ..	15
Figure 3: Methodology Approach	17
Figure 4: Inner-City Street and Informal Trading Plan Methodology	17
Figure 5: Process.....	18
Figure 6: Survey Approach	25
Figure 7: CoJ demographics and socioeconomic overview.....	26
Figure 8: Inner-City Survey Findings.....	30

Figure 9: Inner-City Informal Trading Activities Over the Years.....	32
Figure 10: Challenges and Reporting Structures	50
Figure 11: Rosebank Envisaged Informal Trading Market	62
Figure 12: Cape Town Envisaged Informal Trading Market	63
Figure 13: Comparison of Trading Informality	69
Figure 14: Wanderes Street Sketch Proposal	85
Figure 15: Hillbrow Bruce Street (Block 1)	91
Figure 16: Hillbrow Bruce Street (Block 2)	91
Figure 17: Hillbrow Caroline Street (Block 1)	92
Figure 18: Hillbrow Pretoria Street (Block 2)	92
Figure 19: Transport Precinct Wanderers Street (Block 1).....	93
Figure 20: Transport Precinct Wanderers Street (Block 2).....	93
Figure 21: Specifications Typology Areas Examples	94
Figure 22: Trading Stalls Development Sketches.....	98
Figure 23: Informal Trading Development Interventions	102
Figure 24: CID's, Business and other Interested and Affected Parties.....	118

LIST OF MAPS

Map 1: JHB Inner City	21
Map 2: Inner-City Neighbourhoods	22
Map 3: City Improvement District (Urban Management) Boundary.....	23
Map 4: Inner-City Zoning.....	24
Map 5: Survey Area	25
Map 6: CoJ Inner-City Informal Trading Streets with Informal Trading	68
Map 7: Precinct-Level Considerations	72
Map 8: Zoning Context at Precinct-Level.....	76
Map 9: Open Space Network and Activity Nodes.....	78
Map 10: Transportation Network.....	78
Map 11: High Court and Transport Precincts.....	82
Map 12: Hillbrow Health Precinct.....	87
Map 13: Kwa Mai-Mai Traditional Market	88
Map 14: Urban Design Framework	104
Map 15: Water pipelines (Johannesburg Water).....	109

LIST OF TABLES

Table 1: Operational and capacity limitations	12
Table 2: Scope Exclusions	12
Table 3: Risk register	13
Table 4: Identified Issues.....	16
Table 5: Digital vs Manual Survey.....	28
Table 6: Congestion Risk Register.....	49
Table 7: Affected and Active Stakeholders	50
Table 8: Required Support by the Sector	51
Table 9: Self-Help Initiatives by Self-organised Traders	51
Table 10: Waste Management Consideration	57
Table 11: Key Enforcement Components.....	59
Table 12: Enforcement Structures and roles	60
Table 13: Penalty System.....	60
Table 14: Priority walkable routes are outlined in the table below	64
Table 15: Potential Trading Accommodation	69
Table 16:.....	75
Table 17: Pedestrian Traffic and Proposed Trading Areas	89
Table 18: Weekend Market Concept Proposals	105

Table 19: Streets approved for on street trading	106
Table 20: Streets and areas where on street trading should be prohibited	107
Table 21: Sidewalk Design.....	107
Table 22: Stakeholders' concerns	117
Table 23: Informal traders and advocacy groups' perceptive	117
Table 24: Trading Interventions at Precinct Level	122
Table 25: Hillbrow Health Precinct Proposals	124
Table 26: Johannesburg SP / Marshalltown (CBD Core) Proposals	125
Table 27: Prohibited and Controlled streets	125
Table 28: Trading Corridors and Extensions.....	126
Table 29: Priority Areas and Identified Intervention	127
Table 30: Key Components of Precinct Management Model.....	128
Table 31: Integrated Management Model	129
Table 32: Policy Alignment and Review Framework (PARF)	130
33: Policy and Legislative Framework.....	131
Table 34: Spatial Planning and Allocation	131
Table 35: Integrated Service Delivery.....	132
Table 36: Operational Impact.....	132
Table 37: Economic and Developmental Support	133
Table 38: Proposed Management Models	135
Table 39: Models A and B for Consideration	136
Table 40: Incentives	138
Table 41: Investment Incentives	141
Table 42: Investment Opportunities	143
Table 43: Investor Classification	143
Table 44: Short-term Interventions.....	146
Table 45: Interventions for all focus precincts	148
Table 46: Priority Streets and Precincts	149
Table 47: Interventions for all Focus Precincts	149

LIST OF ANNEXURES

Annexure 1: List of Stakeholders

Annexure 2: Urban Design and Precincts

Annexure 3: Street Trading Typologies and Proposed Design Development Sketches

Annexure 4: Engineering Services Cost

Annexure 5: Street Infrastructure Recommendations

Annexure 6: Stakeholder Engagement Plan

Annexure 7: High Level Costings

APPROVAL

Project Name:	APPOINTMENT OF A TEAM OF A MULTI-DISCIPLINARY TEAM OF PROFESSIONAL CONSULTANTS FOR THE DEVELOPMENT OF THE JOHANNESBURG INNER CITY STREET AND INFORMAL TRADING PLAN FOR THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY FOR A PERIOD OF 18 MONTHS
Service Provider:	Elmon Consulting
Implementing Agent:	Johannesburg Development Agency
Client:	City of Johannesburg
Electronic Copy no. submitted:	≈18

DOCUMENT HISTORY

Version:	08
Phase and title of Report:	STAGE 5B: COJ S&ITP

DOCUMENT APPROVAL: ELMON CONSULTING

Submission date:	29 April 2026
Approved by (name and surname):	Akani Baloyi
Signature	

DOCUMENT APPROVAL: JOHANNESBURG DEVELOPMENT AGENCY

Reviewal date:	
Approved by (name and surname):	
Signature	

DOCUMENT APPROVAL: CITY OF JOHANNESBURG

Reviewal date:	
Approved by (name and surname):	
Signature	

EXECUTIVE SUMMARY

In a country where 32.1% of the population is unemployed, engaging in informal trading is one of the many ways to generate an income. The continued increase in unemployment resulted in the increase in informal trading. The Inner-City of Johannesburg experiences the pressures of informal trading which has led to the Johannesburg Development Agency (JDA) on behalf of the City of Johannesburg (CoJ) Development Planning to develop an Inner-City Street and Informal Trading Plan aligned with the outcomes in the Informal Trading Policy, approved April 2022 by COJ's Council. The policy aims to improve the ways of conducting business in the city with the purpose of having regulations to guide informal trading.

Informal trading refers to a set of business activities which are less regulated and protected by the government compared to other business activities. It involves trading of goods and services in the informal sector by an informal trader on a public road or public place.

This report serves as the Inner-City's Street and Informal Trading Plan to offer guidelines that regulates the informal trading activities within the Johannesburg Inner-City thus, fostering an inclusive, healthy, and spatially sound socio-economic environment.

The study area is situated in Gauteng province, South Africa's economic hub. It is under the administration of the City of Johannesburg Metropolitan Municipality. The Inner-City is one of the most vibrant places in the City with various economic and social activities. It forms part of region F. The document provides a structured, inclusive, and well-regulated urban environment for informal trading that enhances economic opportunity, protects trader rights, and integrates informal trade into the broader spatial and economic development framework of the city. The Inner-City's Street and Informal Trading Plan aims to:

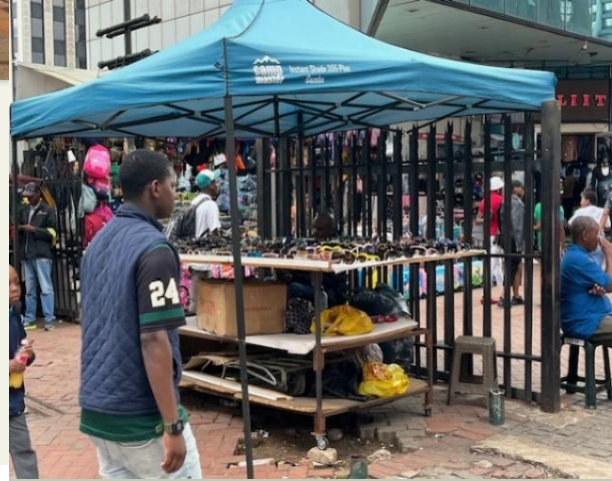
- ✚ Promote inclusive economic growth by supporting informal traders as vital participants in the local economy.
- ✚ Designate appropriate trading areas that accommodate the highest number of traders without compromising pedestrian movement or public safety.
- ✚ Ensure compliance and legal protection through registration, permitting, and enforcement mechanisms aligned with the Constitution and municipal by-laws.
- ✚ Improve infrastructure and services (e.g., sanitation, shelter, lighting) to create safe and functional trading environments.
- ✚ Balance multiple urban land uses by managing conflicts between formal businesses, public space users, and informal traders.
- ✚ Foster participatory governance by involving stakeholders (traders, city departments, property owners) in planning and management.

The document should be read in conjunction with all the necessary documents pertaining to informal trading in the Inner-City of Johannesburg and approved by council.

Ultimately, the overall objective is to produce a plan which articulates the conducive informal trading circumstances, suitable for maximising possible number of traders in appropriate areas across the study area in the Inner-City. Through the following:

- ✚ Designing informal trading infrastructure that is resilient, functional and fosters a healthy urban environment for all Inner-City users.
- ✚ Stipulate where informal trading should take place, number of traders that can be accommodated in identified, suitable areas, as well as indicate where informal trading should be forbidden and outline legal procedures and legal regulations to manage informal trading.

The plan will be supported by a detailed implementation strategy with associated budgets and phasing thereof. Extensive public engagement with affected stakeholders will be conducted.



INTRODUCTION



1. INTRODUCTION

The Inner-City Street and Informal Trading Plan (ICS&ITP) has been prepared to guide the orderly management, regulation, and support of informal trading activities within the Johannesburg Inner City. The Plan seeks to balance the economic importance of informal trading with the need for safe, accessible, and well-functioning public spaces.

Informal trading plays a critical role in the Inner-City economy by providing livelihoods, affordable goods, and vibrancy to streets and transport interchanges. However, unmanaged trading can result in congestion, safety risks, environmental health challenges, and conflict with other land uses. The ICS&ITP therefore provides a structured spatial and management framework that identifies appropriate locations for informal trading, outlines infrastructure and service requirements, and clarifies institutional roles and responsibilities.

The Plan has been developed in alignment with the City of Johannesburg's Integrated Development Plan (IDP), Spatial Development Framework (SDF), Inner City Regeneration objectives, and applicable by-laws and policies governing informal trade.

1.1. Project scope

The Inner-City Street and Informal Trading Plan provides a spatial framework to integrate informal trading into the Inner City of Johannesburg in support of the City's economic, spatial and urban management objectives.

The scope of the plan includes the identification and spatial planning of informal trading areas through:

- The proposal of appropriate road, movement and access networks for street and informal traders.
- The identification of suitable open space networks for informal trading, while safeguarding environmentally sensitive areas.
- The indication of key land uses, activities and their spatial distribution.
- The demarcation and design of informal trading areas, stalls and supporting infrastructure in line with City policies, spatial principles and guidelines.

The plan seeks to create conducive informal trading environments by maximising opportunities for traders in appropriate and strategically located areas within the Inner-City.

This plan serves as a strategic planning and guidance instrument for informal trading within the Inner-City. While it proposes spatial interventions, trading locations and management mechanisms, the responsibility for implementation, enforcement and ongoing management rests with the City of Johannesburg and relevant stakeholders, including the Johannesburg Metropolitan Police Department (JMPD) and other municipal entities.

1.2. Limitations and Exclusions of Street and Informal Trading Plan

Noting the challenges and complexities prevalent within the Inner-City, coupled by conflicting relations between the various stakeholders that vary, in accordance with interests on issues of the informal economy. The Terms of Reference (TOR) are substantially comprehensive to respond to this Inner-City challenge, although it is important to detail some of the critical limitations and common exclusions identified in the scope and operational capacity to effectively implement the Inner-City Street and Informal Trading Plan.

Below are points, derived from the -Terms of Reference (TOR) and stakeholder engagement processes undertaken. These are categorised to provide clarity on areas where the plan's influence is constrained by capacity, mandate, or deliberate policy choice.

1.2.1. Operational and Capacity Limitations

Operational limitations refer to internal constraints, such as resource scarcity, lack of a clear mandate, or systemic challenges that restrict the plan's ability to execute its full objectives. Addressing these requires internal investment, policy adjustments, change management and capacity building.

Table 1: Operational and capacity limitations

Limitation Category	Specific Constraint	Detailed Implication
Resource and Financial Mandate	Lack of resources and mandate to investigate existing trader registrations.	The plan is severely limited in its ability to ensure the integrity of the existing trader database . Without the capacity for proactive investigation, fraudulent or non-compliant registrations may persist, undermining the fairness and effectiveness of the entire system.
Integrity and Compliance	Stall and space sub-letting and stall rental corruption investigations.	The plan's scope does not extend to conducting complex, often sensitive, corruption investigations related to the sub-letting of trading spaces or irregularities in rental payments. This limitation allows corruption to potentially thrive, leading to unfair access to trading opportunities and loss of revenue for the City.
Systemic Integrity	Rental rolls	The plan is constrained by the accuracy and maintenance of existing rental rolls . If the underlying data for rent payers is not corrected in terms of where, and how much, the implementation will remain flawed. Currently, street and informal trading cannot effectively manage revenue collection , allocate resources, or enforce regulation and compliance.
Governance and Policy	Alignment with political resolutions and directives.	The plan's long-term stability and effectiveness is limited by the need for continuous alignment with evolving political resolutions and directives. Changes in political leadership or priorities can lead to abrupt shifts in policy direction, requiring constant communication and adaptation to maintain support and implementation momentum.
Legal Framework	Amendment of legislation/by-laws.	The plan is not a mechanism for amending the foundational legislation or by-laws that govern informal trading. Any necessary legal updates to support the plan's objectives must be pursued through separate, often lengthy, legislative processes, limiting the plan's ability to rapidly adapt to new challenges.

1.2.2. Scope Exclusions as per Terms of Reference (TOR)

Scope exclusions are specific activities, locations, or functions that are deliberately placed outside the formal jurisdiction or focus of the Street and Informal Trading Plan. These exclusions are typically defined to manage complexity, respect other jurisdictional boundaries, or prioritize core functions.

Table 2: Scope Exclusions

Exclusion Category	Specific Exclusion	Rationale and Impact
Trader Management	Allocation of traders (trader numbers)	The process of assigning specific trader numbers or physical trading locations is excluded from the plan's core function. This suggests that the operational allocation is handled by a separate, dedicated department or system, while the plan focuses on the policy and implementation framework for how allocation should occur.
Digital Infrastructure	Online trader registration.	The development, maintenance, and operational management of the online registration platform are excluded. The plan may define the requirements for online registration but does not execute the technical implementation.
Geographic Scope	Trading issues outside the (UDZ) boundary.	For this particular scope, the plan's primary focus and jurisdiction is limited to the designated Urban Development Zone (UDZ) boundary. Trading activities and associated issues occurring outside this defined geographic area are excluded from the plan's direct enforcement or management scope, often falling under broader municipal or regional planning policies.

1.2.3. Other common exclusions in Informal Trading Policy Frameworks

Beyond the specific items identified, effective Informal Trading Plans commonly exclude or limit their scope in the following areas, which should be considered as implicit or explicit exclusion:

- **Formal Sector Regulation:** The plan typically does not regulate businesses operating within the formal, fixed-premises sector. Its focus is exclusively on mobile, temporary, or street-based trading.
- **Health and Safety Enforcement (Specialised):** While the plan sets general standards, specialised enforcement actions (e.g., food safety inspections, structural integrity of stalls) are often excluded and remain the mandate of dedicated public health or building control departments.
- **Criminal Investigations:** Matters involving serious criminal activity (e.g., organised crime, large-scale counterfeiting) are excluded and referred to law enforcement agencies, as the plan's enforcement capacity is administrative and regulatory.

1.2.4. Risk Register for the Inner-City Street and Informal Trading Plan

The Risk Register identifies key risks that may affect the effective implementation of the Inner-City Street and Informal Trading Plan, taking into account the identified limitations, exclusions and operational constraints. The register outlines responsible structures and proposed mitigation measures to support coordinated and risk-informed implementation by the City and relevant stakeholders.

Table 3: Risk register

Risk Category	Risk Description	Potential Impact	Responsible Structure(s)	Proposed Mitigation Measures
Institutional Capacity	Insufficient human and financial resources to support implementation	Delays in rollout, weak enforcement, reduced credibility of the plan	City of Johannesburg (Economic Development)	Phased implementation approach; prioritisation of high-impact areas; alignment with MTREF budgeting cycles
Governance & Coordination	Gaps in responsibility and poor coordination between City departments and stakeholders	Conflicting actions, duplication of efforts, ineffective management	CoJ Inter-Departmental Task Team; JMPD; Region F	Establishment of a formal inter-departmental coordination structure with clear roles and reporting lines
Data Integrity	Inaccurate or outdated trader registration and rental roll data	Ineffective allocation, revenue losses, non-compliance	CoJ Informal Trading Unit; Finance Department	Periodic data verification exercises; integration with City data systems; data governance protocols
Legal & Policy Alignment	Misalignment with existing by-laws or delays in legislative amendments	Legal challenges, limited enforceability	CoJ Legal Services; Council	Parallel review of relevant by-laws; interim policy directives to support implementation
Stakeholder Conflict	Resistance from traders, businesses or affected communities	Disruptions, non-compliance, reputational risk	CoJ Stakeholder Engagement Units; Ward Councillors	Continuous stakeholder engagement; communication strategy; dispute resolution mechanisms
Enforcement Risk	Limited enforcement capacity or	Uncontrolled illegal trading and reduced	JMPD; By-law Enforcement Units	Risk-based enforcement approach; focus on

Risk Category	Risk Description	Potential Impact	Responsible Structure(s)	Proposed Mitigation Measures
	inconsistent enforcement	compliance with the plan.		priority nodes; joint operations
Political Risk	Changes in political leadership or priorities	Shifts in policy direction and loss of continuity	CoJ Executive; Council	Regular reporting to political structures; alignment with IDP, SDF and Growth & Development Strategy
Trading activity shifting outside the designated area	Displacement of informal trading outside UDZ boundary	Unmanaged trading pressures in adjacent areas	CoJ Regional Planning; Adjacent Regions	Coordination with regional planning frameworks; phased expansion considerations

1.3. Background

Like many of South African, metropolitan municipalities, cities and towns, informal trading is a very important part of Johannesburg's economy and offers good employment opportunities for informal traders, as well as affordable goods and services to locals. It remains amongst the key sectors that contribute to the Johannesburg economy. Informal Trading has always been a part of South Africa's economy, 30% of which occurs in the Gauteng, with a reported unemployment rate of around 25.2% in the province.

StatsSA (2025), highlights that the number of people employed in the informal sector in South Africa reached a peak point at over 7.8 million in 2023. In the period under review, the number of people with jobs outside formal institutions has generally been following an increasing trend, see the figure below.

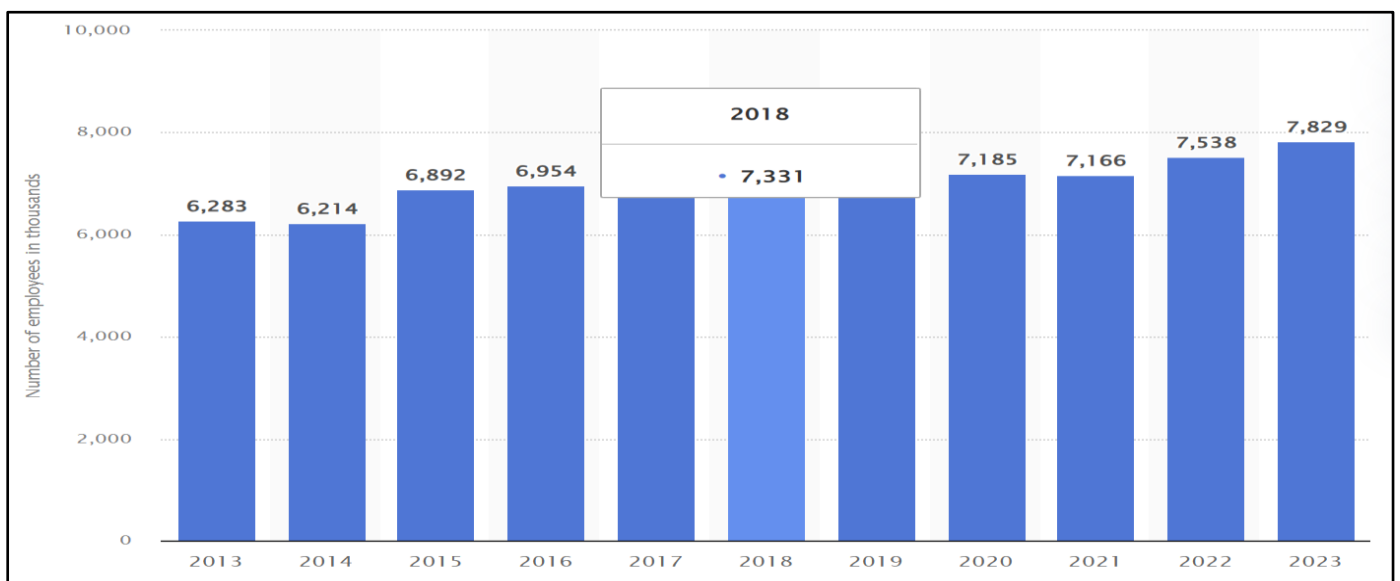


Figure 1: Number of people employed in the informal sector in South Africa from 2013 to 2023

Informal Trade remains the “alternative to unemployment” to many South Africans. Statistics South Africa found that there were 1 517 000 Informal Businesses in 2013. Informal Traders should, according to the South African Local Government Association (SALGA), be viewed as an “important part of government's strategies to address unemployment, support livelihood creation and reduce vulnerability”

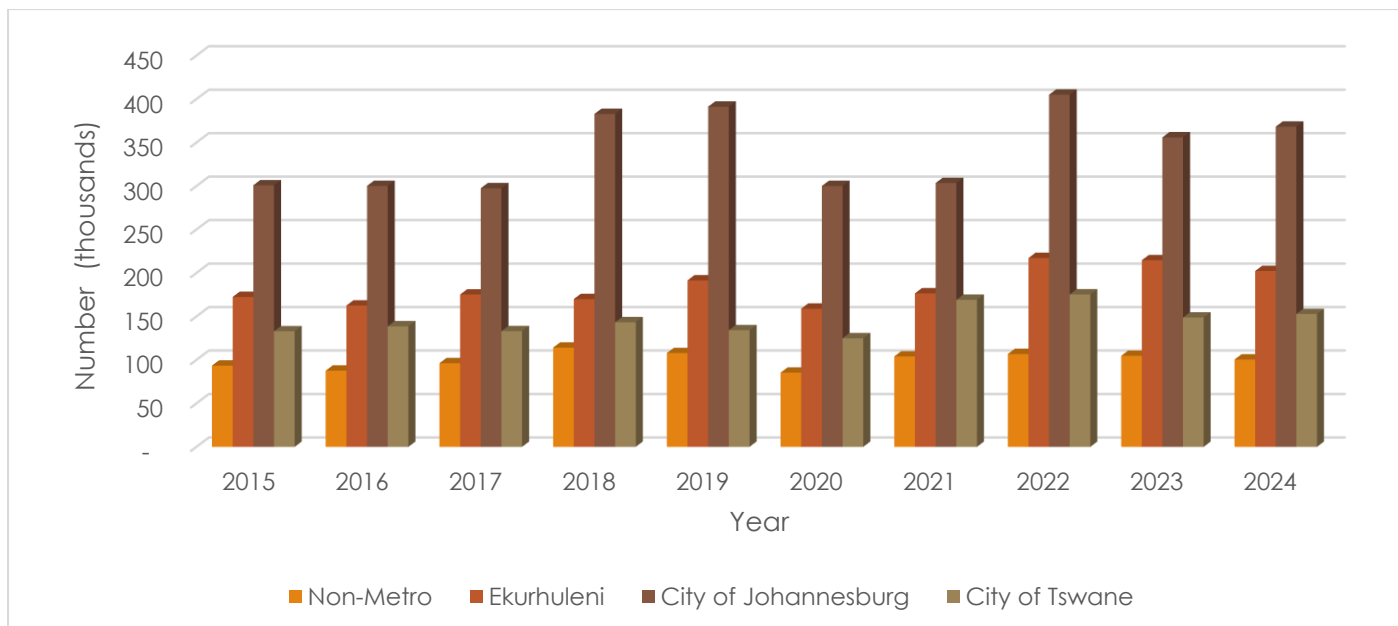
1.3.1. Informal Sector Employment

Informal trading, where individuals engage in small-scale, unregulated business activities to earn livelihoods, often drives informal employment. Figure 2 below shows the Metros informal employment trends over the

years. The City of Johannesburg consistently leads in informal employment, reflecting its role as a hub for diverse economic activities. Ekurhuleni and the City of Tshwane follow, with non-Metro regions showing the lowest figures. Over the years, informal employment has fluctuated, with noticeable peaks in 2019, 2022, and 2024. These trends highlight the informal sector's critical role in providing livelihoods, especially in urban areas, while also emphasizing the disparities between metropolitan and non-metropolitan regions.

The informal sector's role is highlighted by the informal sector growth trends as indicated below for the City of Johannesburg. Thus, making this plan a vital tool for the City.

Figure 2: Trends in Informal Sector Employment across Gauteng Metros, 2015 – 2024 (Source: QLFS, 2025)



The Informal Trading Policy, approved April 2022 by COJ's Council, aims to improve conducting business in the city with the purpose of having regulations in place to guide informal trading in the city. The plan will be developed in collaboration / consultation with the Informal Trading Stakeholder committee or the relevant Precinct Trading Stakeholder Committees. This will ensure to adequately and regularly assess needs, to manage the activity and integrate it with other users of space.

The criteria for Informal Trading Plans set out in the policy include, but not limited to, the following:

- Informal Trading Plans should be guided by inclusive economic, social and spatial development principles envisaged in the policy.
- To develop the plan, a survey of informal traders within the area should be conducted to act as a fundamental basis to inform the plan.
- The conditions and framing of the survey should be developed by the Informal Trading Stakeholders Committee.
- The plan should ensure that all eligible informal traders surveyed apply for registration on the Register of Informal Traders, and that all registered traders are accommodated in the Informal Trading Plan.
- A minimum number of suitable street trading areas and sites should be opened to accommodate as many traders as possible.
- The Informal Trading Plans should be reviewed every 5 years.
- The Precinct and Informal Trading Stakeholders Committees would make recommendations on which areas could be developed for trading, under which conditions, and with how many trading sites. Such recommendations are required to consider, and balance:
 - The need to demarcate trading sites that suit the business activity of the traders.
 - The principle of minimal relocation or displacement of existing traders.

The need to protect and respect other uses and users of public spaces (pedestrians, commuters, formal business owners, etc.)

1.4. Purpose

The purpose of the Inner-City Street and Informal Trading Plan in the Inner-City of Johannesburg is to provide a high-level development vision that integrates informal trading into the urban structure, ensuring that it contributes positively to the City's economy and spatial planning objectives. The purpose includes:

- Proposed road and movement network for informal/street traders.
- Identifying open space network for informal trading while being cognisant and preserving environmental sensitivity areas.
- Demonstrating key land uses and activities in different locations and their extent.

This is to be achieved through planning and demarcation of trading areas and stalls in accordance with spatial principles and guidelines of the City, including the identification and design of proposed informal trading areas within the Inner-City. The objective is to produce a plan which articulates conducive informal trading circumstances, suitable for maximising possible number of traders in appropriate areas across the study area in the Inner-City.

Designing informal trading infrastructure that is resilient, functional and fosters a healthy urban environment for all Inner-City users. The plan will stipulate where informal trading should take place, suitable areas, and outline legal mechanisms to manage informal trading.

1.5. Identified Issues

The existing issues in the Inner-City concerning informal street trading are as follows:

Table 4: Identified Issues

Identified issue	Declining Inner-City
Problem statement: (additional effort needed to address informal and street trading)	<ul style="list-style-type: none"> • Declining investor confidence in the Inner-City due to unmanaged streets and informal trading • Quality of user experience needs improvement
Land uses Patterns	<ul style="list-style-type: none"> • Mix of higher and lower order retail, formal / informal and street trading • Mix of public and private offices; Business & leisure; work and limited residential apartments
Nature of Property Ownership	<ul style="list-style-type: none"> • Mix of private and public large commercial property companies, and a variety of small property owners. Owner-occupied & leased. • Mostly private
Status of Property Market	<ul style="list-style-type: none"> • Functioning, property values may have dropped. • Suffer from physical and economic obsolescence.
Municipal service provision	<ul style="list-style-type: none"> • Current service levels inadequate and uncoordinated
Core Need	<ul style="list-style-type: none"> • Crime & grime • Social development
Regulation and Compliance	<ul style="list-style-type: none"> • Little non-existent.
Congestion, and Public Space Encroachment	<ul style="list-style-type: none"> • Chaos and difficulties for pedestrian movement. • Decline of public spaces due to encroachment
Trade of counterfeit goods	<ul style="list-style-type: none"> • Financial effects and losses for original brands

1.6. Study Objectives

The objectives of the development of the Inner-City Street and Informal Trading Plan:

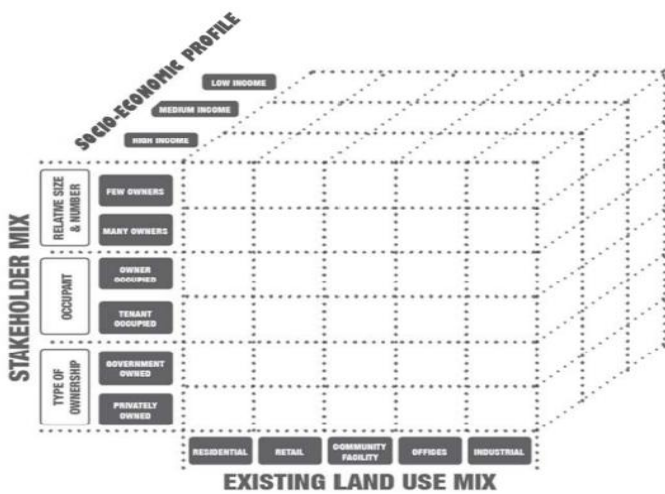
- Understand the spatial distribution of informal trading activities within the city.
- Assess the demand and supply of trading spaces for informal traders.
- Evaluate the socio-economic impact of informal trading on local communities.
- Identify infrastructure needs and prioritize improvements to support informal trading.

- Foster an inclusive environment for informal traders, enabling their economic growth.

1.7. Methodology

Figure 3: Methodology Approach

- The Inner-City of JHB is **vast in size, demarcated** as an Urban Development Zone (UDZ).
- The approach is to **identify** and **focus** on four **4 precincts** with **high volumes** of informal trading and congestion.
- This will serve as a **guide** for the entire Inner-City (**UDZ boundary**) informal trading plan for **replicability across** other precincts in the city
- This approach is **grounded** in evident **socio-economic realities**, such as demographics, health risks and social security
- The **pre assessment including a site walk about** plus our own initial desktop pointing to the following four precincts as areas of focus:
 - High Court Precinct
 - Transport District (Noord, Lillian Ngoyi, Park Station) Taxi Rank
 - M2 West / Kwa Mai-Mai Traditional Market
 - Hillbrow Heath
- This approach is in accordance with the approved **Informal Trading policy** which aim to support street trading within the overall economy of Johannesburg by:
 - Managing the **sharing of public space** by different stakeholders
 - Regulate competition for space between traders**



We considered **FOUR main elements** in the Inner-City connected precincts, illustrated on the matrix:

1. **Socio-economic profile:** (random surveys) this incorporates the range of factors present, trading type, category, incomes or socio-economic circumstances.
2. **Economic groups:** currently served by the various nodes in the Inner-City.
3. **Existing land use mix:** what types of land-uses are present and who do they serve; a
4. **Stakeholder mix:** the types and stakeholders present; public or private, owners or tenants, formal or informal enterprises; many or few.

The proposed approach and methodology follows an Evidence-Based Model (EBM), intended to promote a healthy workplace for informal traders and / or vendors in the Inner-City. This will be achieved through restructuring the current informal trading management strategy.

The diagram below represents the methodology and approach to be followed in the development of the Inner-City Street and Informal Trading Plan.

Figure 4: Inner-City Street and Informal Trading Plan Methodology

PHASE 01	PHASE 02	PHASE 03	PHASE 04	PHASE 05	PHASE 06
<i>Baseline Assessment</i>	<i>Situational Analysis</i>	<i>Key Stakeholder Interviews/Observations</i>	<i>Accessibility and Practicability</i>	<i>Implementation & operational plan</i>	<i>Close Out Report</i>
Literature Review Key Stakeholder Engagement Site Visits (precincts with intensive informal trading)	Data Collection Digital Surveys (100 informal traders) Geo-referencing & Categorisation (traders) Infrastructure Status Quo	Structured interviews with key stakeholders Focused Group Sessions with stakeholders	Integration of findings & recommendations Focused Workshops with key stakeholders	SMART realist key performance indicators High level indicative costings 1-5 year - OPM plan	Formulate project close-out report

1.8. Process

The process of developing the Inner-City Street and Informal Trading Plan in the City of Johannesburg is spearheaded by the CoJ Department of Development Planning, with guidance from the Department of Economic Development (DED), the Johannesburg Development Agency and collaboration from relevant departments and municipal-owned entities (MOEs). The following steps will be followed for the development of the Inner-City Street and Informal Trading Plan:

- Stakeholder engagement with the Informal Trading Committee to manage and assess informal trading spaces and other land uses. The stakeholder committee will make recommendations on areas that could be developed for street trading, trading conditions and the number of trading sites.
- The trading plan will be guided by inclusive economic, social and spatial development principles envisaged in the Informal Trading Policy, 2022.
- Conduct street trader's survey within the City of Johannesburg.
- Open an Informal trader's register and accommodate registered traders in the Street Trading Plan.
- Identify feasible sites to accommodate high number of informal traders within the city, areas that are restricted or prohibited from trading will be evaluated for potential inclusion.
- The plan outlines demarcation of informal trading areas and potentially prohibit specific existing trading areas in terms of the Informal Trading Division in accordance with the Businesses Act (Section 6A).

Figure 5: Process



The plan will subsequently be consolidated and integrated into existing municipal plans within the Department of Planning such as the IDP, SDF and precinct plans, as well as the approved nodal review. This integration aims to ensure that informal trading is considered in the concept of mixed use, intensification of land use and densification.



SPATIAL CONTEXT

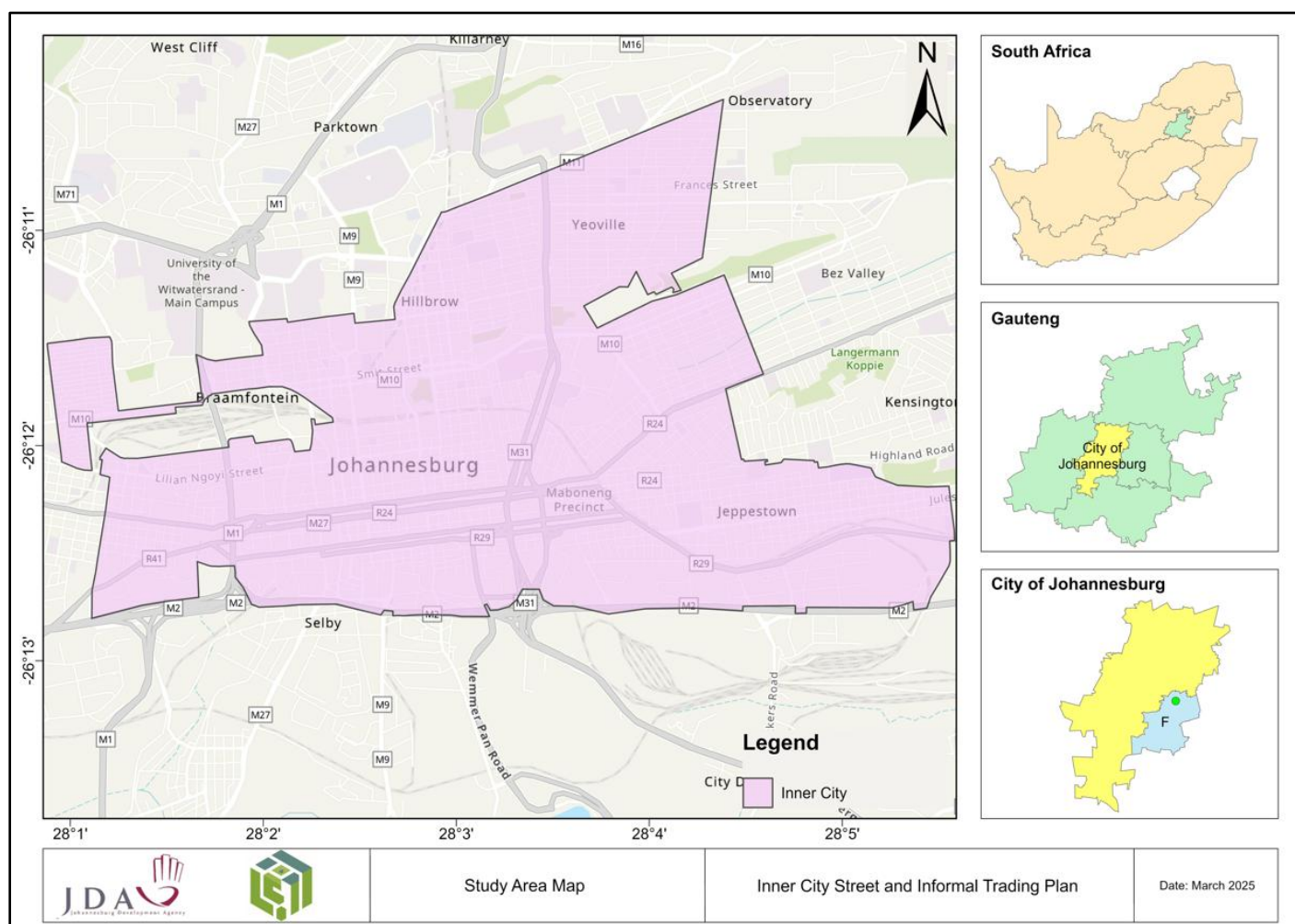


2. SPATIAL CONTEXT

The Gauteng Province is home to the City of Johannesburg Metropolitan Municipality. Johannesburg is the most advanced commercial city in Africa and the engine room of the South Africa and regional economy. It is a city with a distinctively African culture, top-notch telecommunications, transportation, water, and electricity infrastructure, and internationally competitive medical and educational facilities. The city is also a place of contrasts, housing both the rich and the impoverished, locals and refugees, multinational firms and start-up businesses. Johannesburg's demographics reveal a sizable and ethnically varied metropolitan area. The population of the largest metropolis in South Africa is characterised by a lengthy history of both domestic and foreign migration.

The city has been expanding during the previous years. The fact that the city still draws people seeking better economic prospects and a higher standard of living from other provinces and beyond is a major factor. The city's population is primarily young, according to the population pyramid. Young people migrating from other regions of the nation in search of employment is the cause of this. Johannesburg is frequently the top destination for job seekers nationwide and is regarded as South Africa's economic centre.

Map 1: JHB Inner City



2.1. COJ Inner-City Locality and Extent

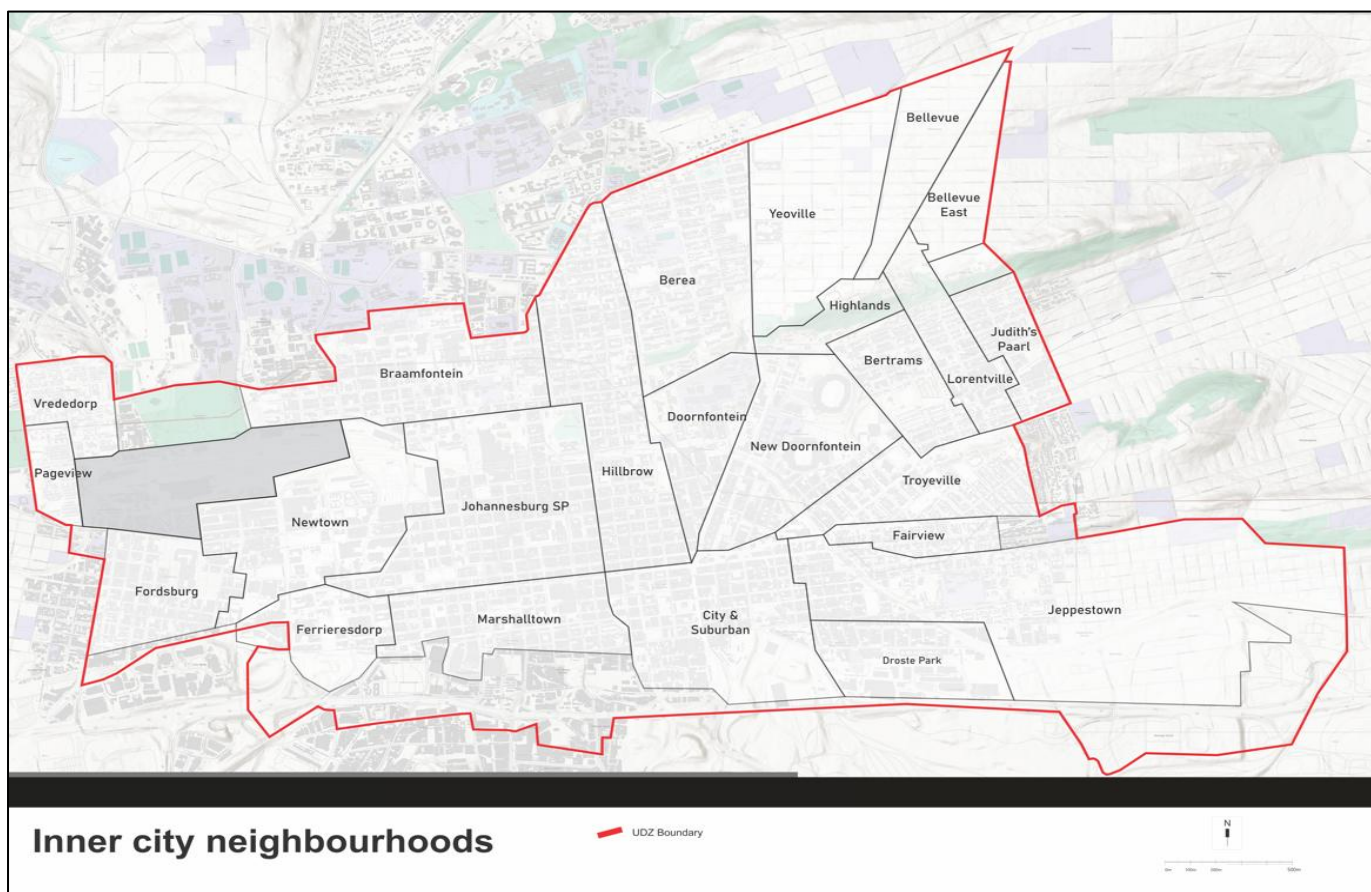
The Inner-City forms part of region F, which is bound by Killarney Ridge in the north – Regions E (Houghton and Orange Grove) and B (Parktown), the Ekurhuleni Metropolitan Municipality to the east, the Klip River to the south, and to the west by Regions D (Soweto) and G (Joburg South). It includes Southgate, Fordsburg and Mayfair. It combines Johannesburg's Inner-City and its lower density, predominantly residential areas to the east of the City Centre. The higher density suburbs of Berea and Hillbrow are to the northeast, and the areas

of Newtown, Fordsburg, Pageview and Vrededorp are to the west. The southern boundary of Region F comprises the southeastern corner of the metro and is commonly known as Johannesburg South. To the north, it meets the Inner-City along the mining belt and the M2 freeway.

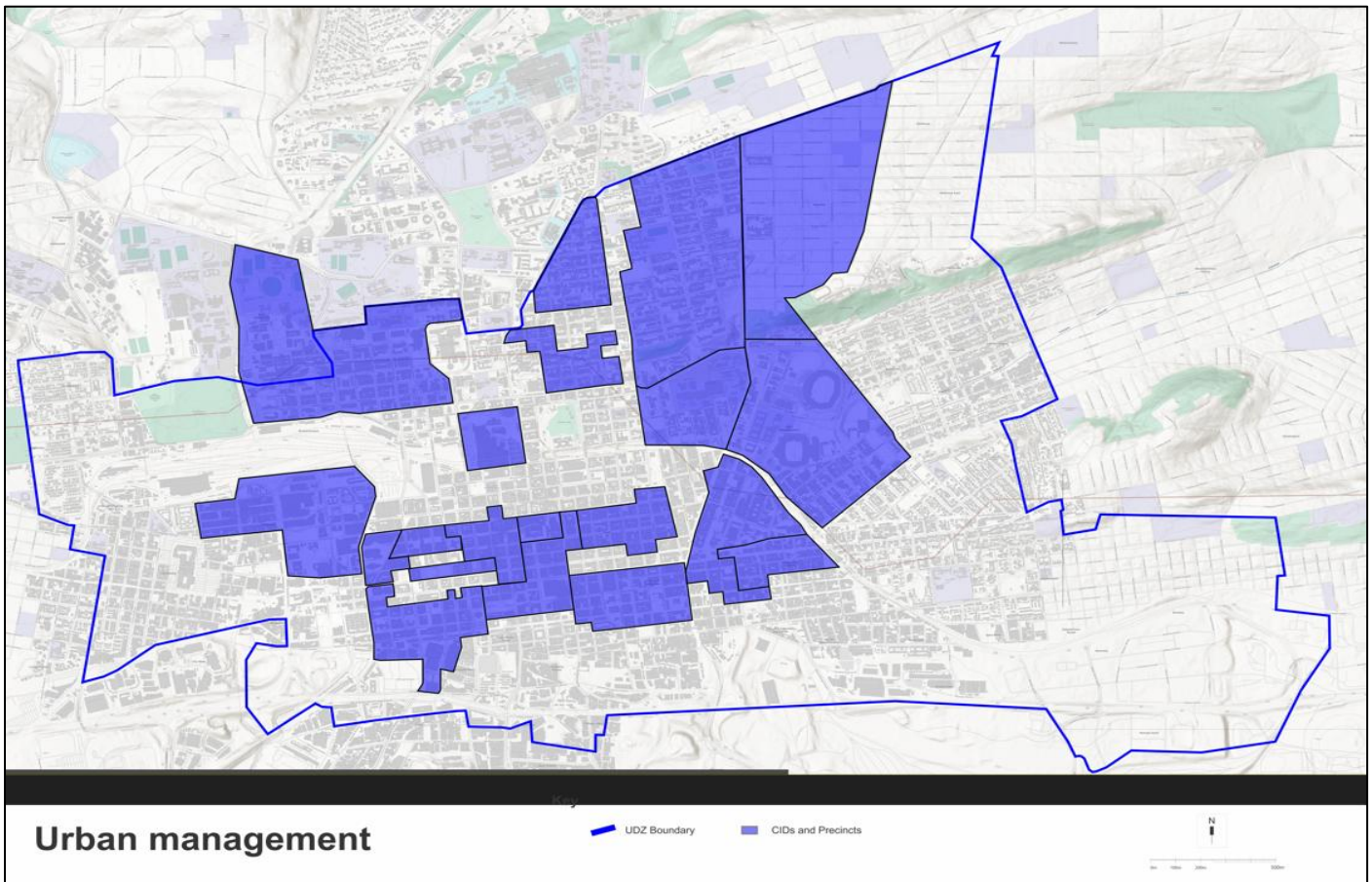
Furthermore, Region F contains a collection of upper- and lower-income residential areas mixed with several older, heavier industrial nodes. From an industrial perspective, there are limited new developments in these areas, but they are generally well located on the freeway system, with easy access to the M1, M2 and N1 highways. Within the South African context, numerous laws and policies have been put in place to give effect to informal trading in all spheres of government. These include amongst others a number of rights and protections as set out in the Constitution. The Businesses Act As well as municipal by-laws and policies. Despite these protections, in most instances informal traders often remain vulnerable.

In the main, informal trade is regulated through by-laws or policies that apply within a particular municipal area (the Businesses Act gives municipalities the power to adopt these by-laws subject to certain limitations). Although municipal by-laws governing informal trade are subject to the rights set out in the Constitution and the Businesses Act, municipalities have considerable scope to regulate informal trade within the boundaries of their municipal areas.

Map 2: Inner-City Neighbourhoods



Map 3: City Improvement District (Urban Management) Boundary



2.2. Zoning and Legal Land Status

2.2.1. Zoning

Zoning provides a legal framework for land use and development. It sets out clear rules and guidelines for property owners and developers, ensuring that development is consistent with the city's overall planning objectives. It is a tool utilized to organising the development of the city by designating specific areas for residential, commercial, industrial, and other uses. This ensures that incompatible land uses, such as heavy industrial activities and residential areas, are kept separate, promoting a harmonious urban environment. By designating areas for business and industrial activities. Zoning supports economic growth. It creates opportunities for businesses to thrive, which in turn generates employment and stimulates the local economy. Furthermore, it protects public open spaces and promotes urban densification, environmental protection and efficient land use by encouraging higher density development in appropriate areas. This helps to reduce urban sprawl, making better use of existing infrastructure and services.

Zoning in the Inner City includes but not limited to these categories:

1. Residential Zones

- **Residential 1:** Single dwelling units on individual stands. This zoning aims to maintain low-density residential areas.
- **Residential 2:** Allows for higher density residential development, such as townhouses and cluster housing. This zoning supports urban densification.

- **Residential 3:** High-density residential areas, including apartment buildings. This zoning is intended to accommodate more people in urban areas, promoting efficient land use.
- **Residential 4 & 5:** Designed to accommodate high-density residential developments.

2. Business Zones

- **Business 1:** General business activities, including retail, offices, and commercial services. This zoning supports economic activities and job creation.
- **Business 2:** Mixed-use developments, combining residential and business activities. This zoning promotes vibrant, multifunctional urban spaces.

3. Industrial Zones

- **Industrial 1:** Light industrial activities that do not produce significant pollution. This zoning is designed to support manufacturing and production while minimizing environmental impact.
- **Industrial 2:** Heavy industrial activities that may produce more pollution. This zoning is typically located away from residential areas to reduce health risks.

4. Special Zones

- **Special:** Areas designated for specific uses that do not fit into other categories, such as educational institutions, hospitals, and government buildings. This zoning ensures that essential services and facilities are appropriately located.

5. Mixed-Use Zones

- **Mixed-Use:** Areas that combine residential, business, and sometimes industrial activities. This zoning promotes diverse and dynamic urban environments.

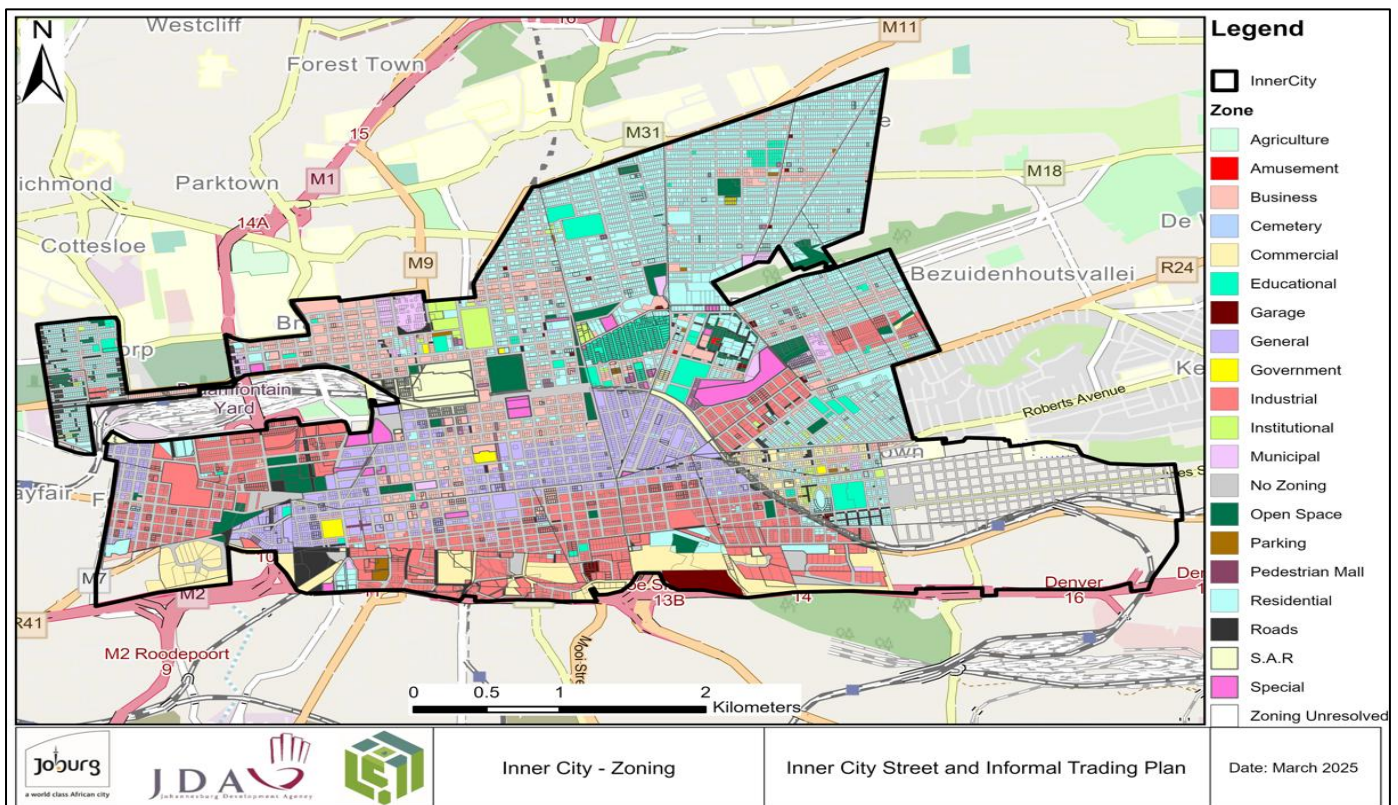
6. Public Open Spaces

- Areas designated for public use and enjoyment, such as parks, playgrounds, nature reserves, and greenbelts. These spaces are crucial for the well-being of urban residents and the environment.

7. General

- Any use than noxious industry.

Map 4: Inner-City Zoning



2.2.2. Survey Area

Figure 6: Survey Approach

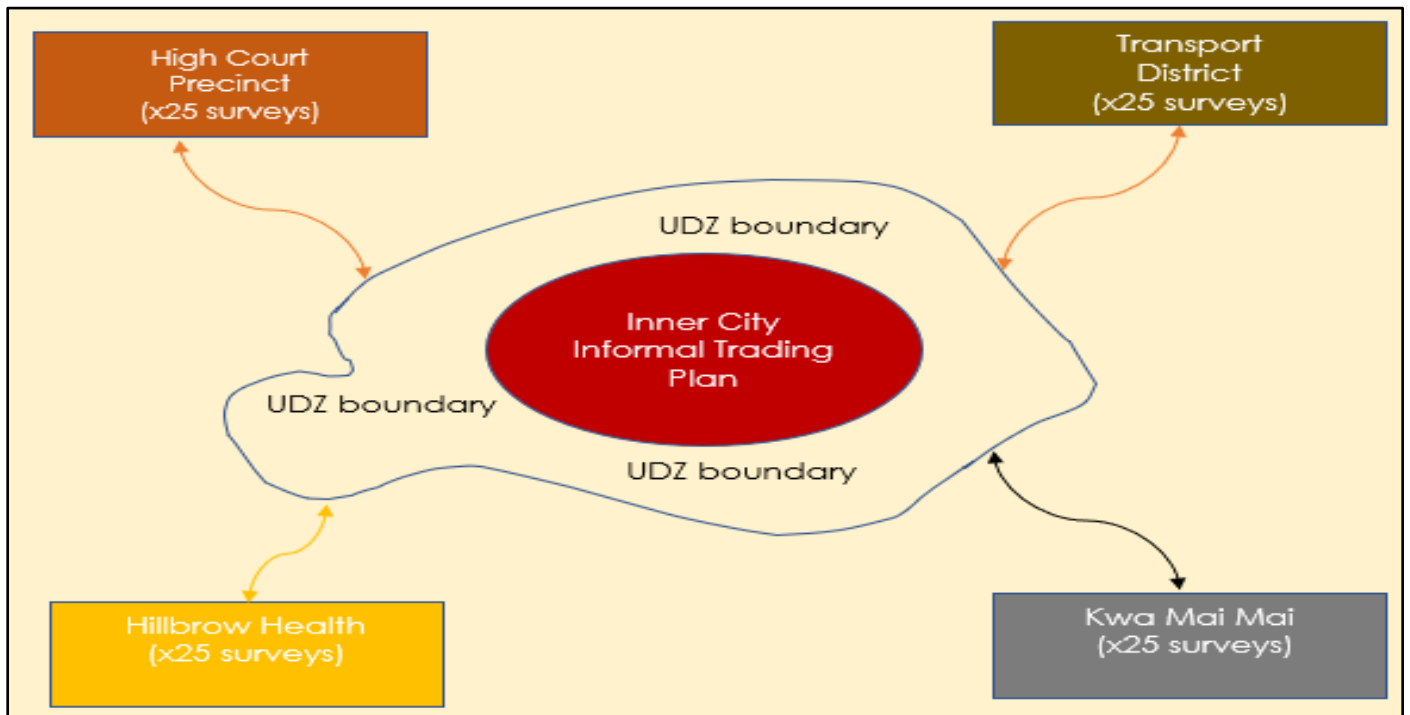
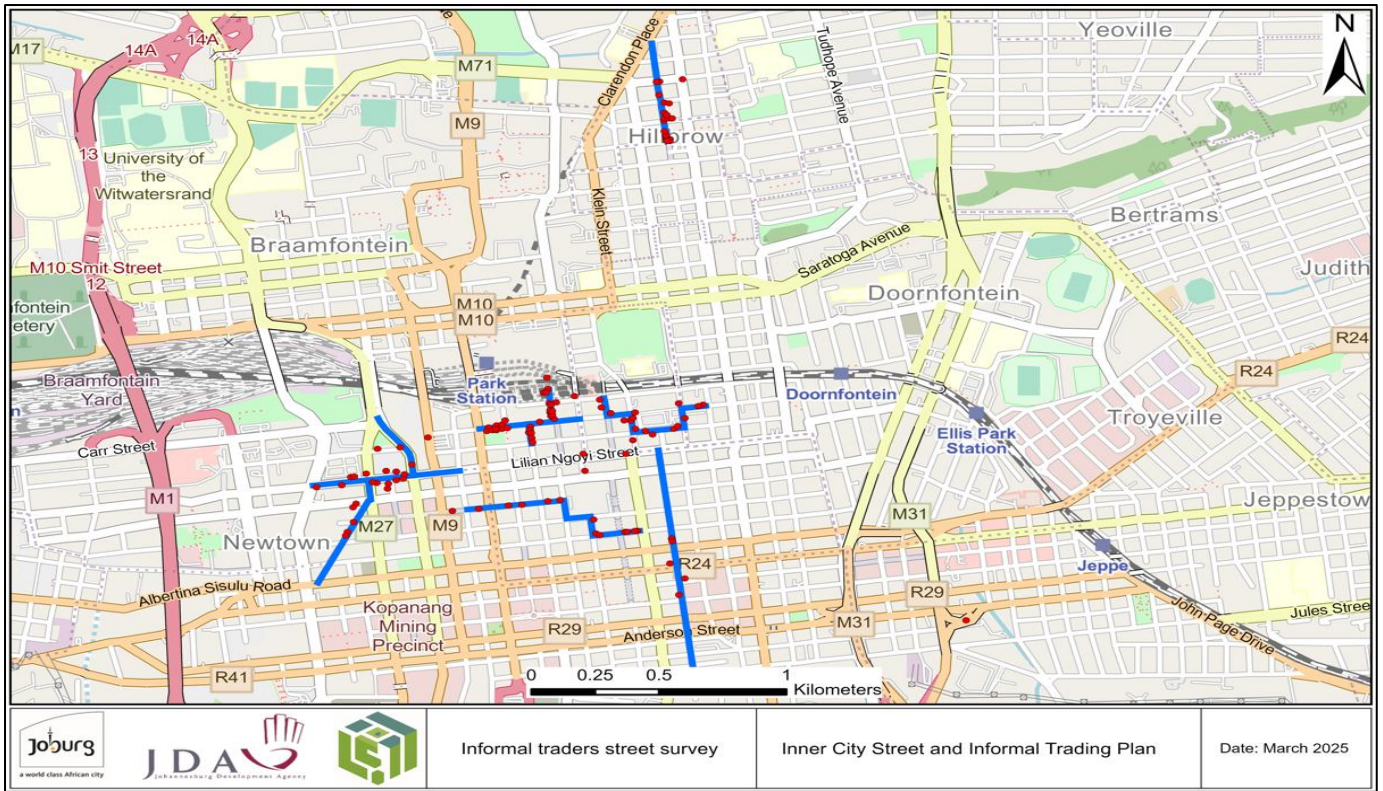


Figure 6 above shows that the plan is informed by survey data collected from four strategic precincts within the Johannesburg Inner-City UDZ. Each area was selected due to its high levels of informal trading and pedestrian activity. The visual reinforces that these precinct-specific insights are being used to inform a comprehensive, area-wide strategy for regulating and supporting informal trading in the Inner-City.

Map 5 provides a spatial overview of areas surveyed for informal trading activity in Johannesburg's Inner-City.

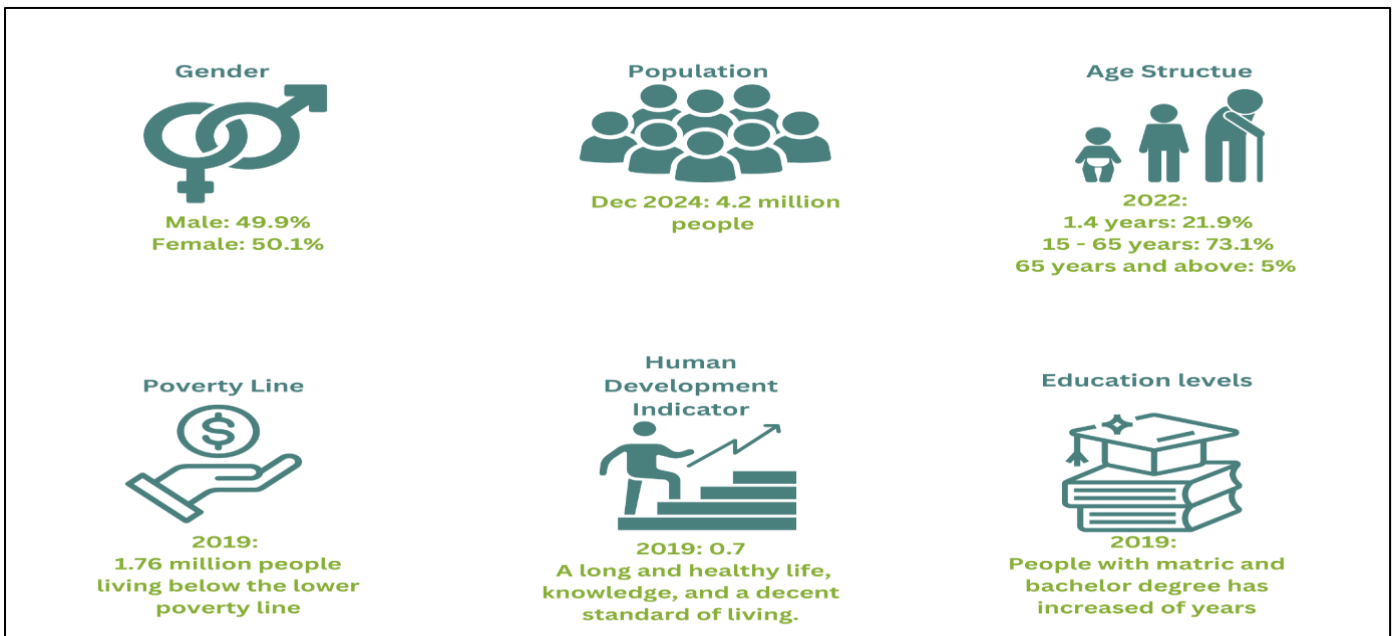
Map 5: Survey Area



2.3. City of Johannesburg Demographics

The City of Johannesburg's demographics and socioeconomic overview is presented by the figure below.

Figure 7: CoJ demographics and socioeconomic overview



The rate of unemployment in the CoJ is at 37%. This rate accounts for discouraged job seekers, individuals who are willing and available to work but have stopped actively looking due to limited opportunities or economic barriers.

2.4. Survey

2.4.1. Site Visit Observation and Insights

2.4.1.1. Purpose of the visit

The purpose of the site visit was to gain a practical understanding of the informal trading environment, focusing specifically on the dynamics of informal trade in the City of Johannesburg. It aimed to observe trading conditions, assess the infrastructure and services available to traders, and identify challenges and opportunities for informal traders. These insights provide valuable qualitative data to complement survey findings, ensuring that the report reflects both statistical analysis and real-world observations.

2.4.1.2. Time

The site visits were conducted during the day on weekdays to capture the peak trading activity and dynamics of informal traders within the City of Johannesburg Metro. A weekday was chosen because it typically represents the busiest and most productive trading periods for informal traders, with higher pedestrian traffic near transport hubs, marketplaces, and urban areas. Conducting visits during daylight hours allowed for the best visibility and assessment of trading conditions, including infrastructure, congestion levels, and interactions between traders and customers. This timeframe ensured a comprehensive understanding of how the informal trading environment operates under typical conditions.

2.4.1.3. Documenting

The site visits were carefully documented to capture key insights and observations about informal trading activities within the identified precincts. This included taking photographs of trading spaces, infrastructure, and surrounding environments to provide visual evidence supporting the findings. However, a significant challenge during this documentation process was the need to remain vigilant against potential crime. Given the inner city's reputation for safety concerns, the team had to exercise caution when using cameras and other equipment in public spaces. This required balancing thorough documentation with ensuring personal safety and safeguarding the equipment. This added an extra layer of complexity to the site visits, but the team managed this by staying alert, minimizing exposure in vulnerable areas, and working efficiently as a group rather than individual to gather necessary data.

2.4.1.4. Interactions

Interactions with informal traders during the site visits were kept minimal to avoid any potential confusion with the ongoing stakeholder engagements that were already underway. This was crucial to maintain clarity and prevent miscommunication regarding the purpose of the visit. Additionally, since traders were scheduled to engage directly with data collectors later, limiting interactions ensured that the site visits focused solely on observations and documentation, without duplicating efforts or disrupting the planned engagement process. This approach maintained the integrity of both the site visit and the stakeholder engagement processes.

2.5. Survey Methodology

2.5.1.1. Sampling size

A sample size of 100 questionnaires was identified as suitable for the study area, aligning with the research objectives and scope. This sample was designed to capture a representative range of insights into the informal sector's dynamics while ensuring efficient and manageable fieldwork. The chosen size balanced the need for comprehensive data collection with the practicalities of conducting the survey, contributing to the reliability and relevance of the study's findings.

2.5.1.2. Pilot Study and Adjustments

A pilot study involving nine surveys was conducted prior to full-scale data collection to identify and address challenges in the fieldwork process. The pilot highlighted critical areas for improvement, leading to several adjustments:

- **Survey Length:** The initial questionnaire caused trader fatigue due to its excessive length. Questions were reordered and consolidated to enhance flow and efficiency.

- **Advanced Communication with Traders:** Many traders were unable to participate in lengthy surveys without prior notice. Fieldworkers suggested informing traders in advance to allow them to set aside time for participation.
- **Sensitive Questioning:** Traders expressed hesitation in sharing personal demographic information. To address this, the survey began with general business-related questions before transitioning into demographic inquiries, fostering trust and comfort.
- **Branding and Credibility:** Some traders were sceptical about the study's legitimacy. Fieldworkers recommended using branded materials, such as T-shirts or ID badges, to establish credibility and encourage participation.
- The responses from the pilot were excluded from the overall study findings

These adjustments were instrumental in refining the data collection process and ensuring more accurate and reliable results in the main study.

2.5.1.3. Data Collection Method

The sampling method emphasised capturing a comprehensive representation of the informal economy by including diverse sectors, with a specific focus on businesses operating on street pavements. Purposive sampling was used to target traders across both designated and non-designated trading areas, while excluding businesses operating within properties or buildings. This approach is aligned with the goal of developing an informal trading plan tailored to street-based activities. Traders were selected based on their availability and willingness to participate, ensuring practical engagement and meaningful insights into informal trading dynamics.

The data collection process utilised both digital and manual approaches to accommodate diverse contexts:

- **Google Forms & Manual Surveys:** Where possible, surveys were conducted digitally using Google Forms for convenience and efficiency. In areas where safety concerns or limited digital literacy posed challenges, paper-based surveys were administered. These were later digitised to maintain consistency in data processing.
- **Digital vs Manual Surveys:** A total of 57 surveys were conducted digitally with the remaining 43 surveys conducted manually. Both manual and digital surveys were conducted by a fieldworker who would ask traders questions and fill in the answers in either a paper-based or digital survey. The manual surveys were later digitalised. The breakdown of survey areas and numbers are as follows:

Table 5: Digital vs Manual Survey

Digital		Manual	
Area	Number of Surveys	Street Name	Number of Surveys
Metro Taxi Rank	31	Bree (MTN)	15
PRASA Management	25	Diagonal street	9
Diagonal street	15	High Court precinct	13
Future Kazerne	9	Fox Street	2
Bree (MTN)	4	Hillbrow Health Precinct	4
Hillbrow	1		
Total	85		44

The overall total of digital and manual surveys is **129**. All the manual surveys were conducted at areas where having a digital gadget on sight posed a safety risk of theft.

- **GPS Coordinates:** Each trader's location was geo-referenced using GPS technology. This allowed for spatial analysis and mapping, providing insights into the geographic distribution of activities. The locations of informal traders are illustrated on map 5.

- **Observations:** Fieldworkers documented qualitative observations during the data collection process. These included notes on infrastructure conditions, congestion, and accessibility challenges, enriching the dataset with valuable contextual information.

This multi-pronged approach ensured flexibility and inclusivity in capturing diverse data while addressing the unique challenges of the fieldwork environment.

2.5.1.4. *Challenges and Limitations*

The data collection process encountered several challenges and limitations that impacted the overall fieldwork:

- **Trader Availability:** Many traders were reluctant to participate in the survey due to their business demands, as they prioritized attending to customers and daily operations. This required fieldworkers to adapt their schedules and approach to ensure better participation.
- **Language Barriers:** Communication difficulties arose in certain instances, necessitating translation support to accurately capture responses and foster understanding between fieldworkers and traders. This sometimes slowed the data collection process.
- **External Factors:** Crime and law enforcement activities in specific areas affected the accessibility and safety of the fieldworkers. These external disruptions occasionally led to delays or adjustments in the planned data collection routes.
- **Perceived Legitimacy:** Initially, the lack of branding and visible identification caused scepticism among traders, leading to hesitation in participation. To address this, branded materials and enhanced introduction methods were introduced, improving trust and engagement during the survey process.

2.5.1.5. *Data Collectors Observations*

- High-Density Transport Nodes (Taxi Ranks and Bus Terminals)

Traders operating near major taxi ranks and bus terminals exhibited highly competitive and dynamic trading behaviours. The high volume of commuters created an intense trading environment where vendors often worked in close proximity to one another, selling fast-moving consumer goods such as snacks, mobile phone accessories, beverages, and cigarettes. These traders adapted to fluctuating commuter patterns, often extending their business hours into the evening to maximize sales. However, due to the high congestion and informal nature of these spaces, traders faced frequent challenges related to law enforcement interventions, sanitation issues, and competition over prime trading spots.

- Market Areas and Designated Trading Zones

Some informal traders operated within designated market areas and trading zones that had some level of municipal oversight. These traders were relatively more structured, often selling fresh produce, clothing, and household goods. Unlike street traders, those in these markets had access to semi-permanent structures such as stalls, tables, or kiosks, offering a more stable business environment. However, even within these designated zones, the lack of essential infrastructure, such as electricity, running water, and secure storage, remained a major concern.

- Street Traders and Pavement Vendors

Traders operating directly on the streets and sidewalks exhibited the most precarious conditions. Many of them worked without formal structures, relying on makeshift stands, tables, or even the ground to display their goods. These traders primarily sold low-cost items such as fruits, vegetables, second-hand clothing, and counterfeit products. The unregulated nature of their operations made them particularly vulnerable to frequent displacement by authorities, theft, and harsh weather conditions. Notably, many of these traders formed informal networks, collaborating for security, product sourcing, and information-sharing on law enforcement crackdowns.

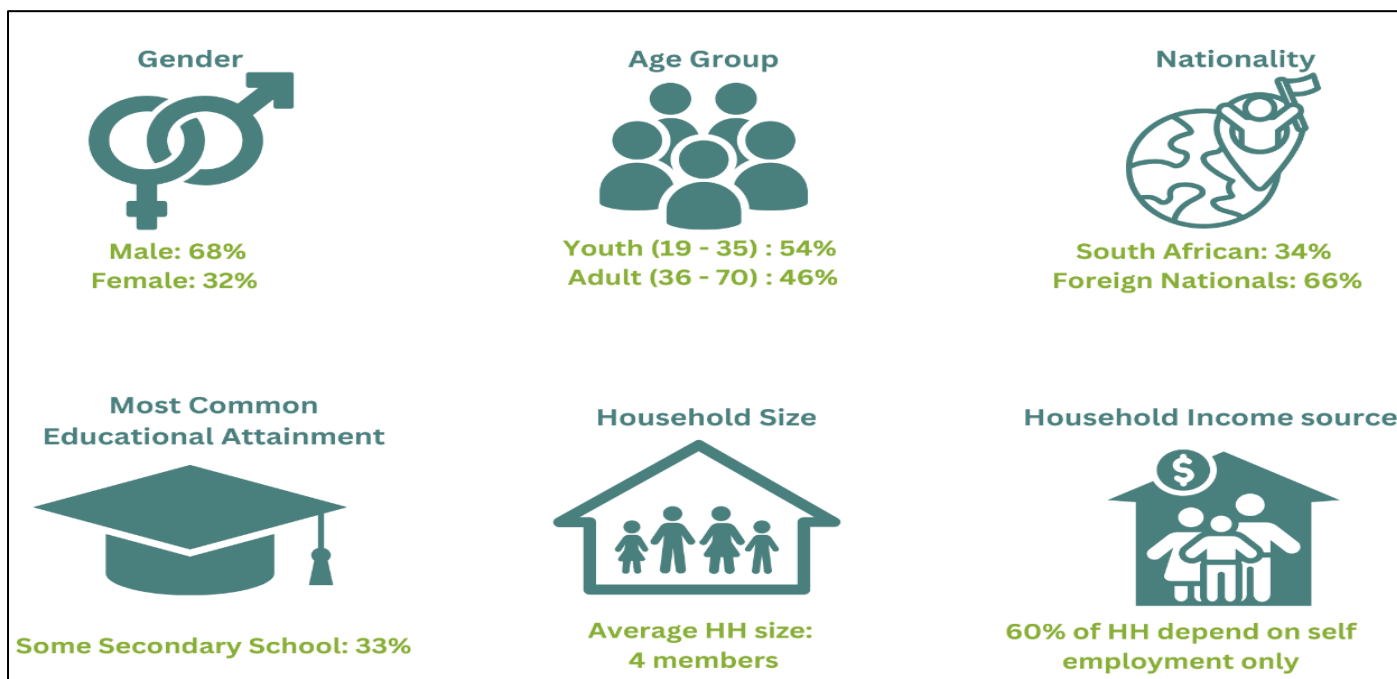
These challenges were significant but were mitigated through adaptive strategies, ensuring the success of the data collection effort.

2.6. CoJ Inner-City Informal Trading Survey Findings

Informal trading—where individuals engage in small-scale, unregulated business activities to earn livelihoods—often drives informal employment. The City of Johannesburg consistently leads in informal employment, reflecting its role as a hub for diverse economic activities. It is usually concentrated in high-traffic areas such as public transport hubs, pedestrian walkways, and major city nodes like the Inner-City.

Trade consistently dominates the informal sector, contributing around 40%, reflecting its critical role in providing livelihoods through street vending and small-scale commerce. In the context of the City of Johannesburg Metro, this emphasises the importance of trade within the informal sector, particularly in high-traffic urban spaces. It highlights the need for supportive policies that enhance trading infrastructure and create sustainable opportunities for informal traders who are vital to the city's economy.

Figure 8: Inner-City Survey Findings



1. **Gender and Age Distribution:** The population is predominantly male (68%), with a youthful majority (54% aged 19-35). This highlights the potential for a dynamic workforce, particularly in sectors like informal trading, driven by younger individuals.
2. **Nationality and Education:** Foreign nationals make up 66%, significantly outnumbering South Africans (34%). The most common educational attainment is "Some Secondary School" (33%), reflecting moderate education levels that may influence employment opportunities and economic activities.
3. **Household Dynamics and Income:** Households are relatively small, averaging four members, with 60% relying solely on self-employment as their income source. This indicates the vital role of informal sector employment in sustaining livelihoods and addressing gaps in formal job opportunities.

Key notable findings from the survey are as follows:

- ✚ The City of Johannesburg informal trade policy mandates that applicants for informal trading permits must either be South African citizens or have legal authorisation under the Immigration Act 13 of 2002. This excludes undocumented immigrants from obtaining permits, as they lack the required legal status to operate businesses.
- ✚ From the findings, there is significant involvement of foreign nationals, particularly Zimbabweans, in this sector.

- **South African Contribution:** Locally born individuals account for 34%, reflecting a significant, though not majority, presence in the informal sector.
- **Foreign Nationals:** Combined, foreign nationals (Zimbabweans, Mozambicans, Malawians, and others) form a dominant 52% of the contribution. Due to the sensitivity in engaging foreign nationals, majority of them did not reveal their legitimate stay in South Africa. Nonetheless, it was identified that:
 - **Zimbabweans** are the largest foreign group, contributing 21%.
 - **Mozambicans** and **Malawians** contribute 14% and 6%, respectively.
 - **Other nationalities** (e.g., Tanzanian, Swati, Ethiopian) collectively add 11%.
- **Undisclosed Contributions:** 4% of participants chose not to reveal their nationality.

✚ The data reveals income sources and their distribution among participants, highlighting key socioeconomic patterns:

- **Self-Employment Dominance:** A significant 60% of households rely solely on self-employment as their income source, emphasizing the critical role of informal sector activities in sustaining livelihoods.
- **Other Income Sources:** The remaining 40% may depend on a combination of employment, social grants, or other supplementary forms of income, suggesting a diverse but less dominant reliance on informal work.

✚ It has been noted that unemployment acts as a significant catalyst for the growth of the informal sector by pushing individuals who are unable to find formal employment to seek alternative means of earning a livelihood. Where 68% of individuals in the informal sector participate due to their inability to secure formal employment, highlighting unemployment as the primary factor driving their involvement.

✚ Majority of individuals in the informal sector have spent significant time in it, with 38% participating for 1 to 5 years and 32% for 5 to 10 years. Additionally, 25% have been active for over 10 years, indicating the sector's long-term role in providing livelihoods. Short-term participation is minimal, at only 4%, emphasizing the informal sector's importance as a stable source of income for many facing unemployment or limited formal job opportunities.

✚ The categories for the various products traders' sell are described below:

- **Fashion accessories:** jewellery, hair pieces, wigs
- **Mix of various goods:** travel bags, leather products, household products, electronics, CDs
- **Mix of small items:** nail clippers, ear buds, extermination products
- **Clothing:** second hand clothing and shoes

✚ The distribution of goods and services in the informal sector shows varying levels of prevalence across categories. The leading category with the highest market share within the product-based market is the Fruits and vegetables with 22%, indicating their critical role in informal trade, particularly in meeting daily consumer needs. Clothing follows at 19%, reflecting high demand for affordable apparel within urban and suburban settings.

✚ Categories such as phone accessories (10%), and fashion accessories (7%) demonstrate the sector's adaptability to consumer trends and technological necessities. On the lower end, items like medicinal herbs (4%) and mixed small items (4%) occupy niche spaces, while services (8%) show the importance of non-tangible offerings. This shows the informal sector's diversity and its capacity to cater to essential, convenience-driven, and lifestyle-based demands. Services (8%) though lower in proportion, it indicates the importance of non-tangible offerings alongside product-based activities.

✚ Economic contribution through several key aspects:

- **Buffer against unemployment:** For workers earning less than R1000 (a small proportion), the informal sector serves as a critical safety net, preventing complete unemployment. It offers opportunities for income generation in situations where formal job markets fail to absorb the labour force.
- **Economic Inclusion and Diversity:** The spread across multiple income categories—from less than R1000 to over R10,000—indicates the informal sector's inclusiveness. It accommodates participants with varying skills, resources, and business sizes, creating a flexible and diverse economic ecosystem. This inclusiveness promotes participation from a wide demographic, ensuring that even the most economically marginalized groups can contribute and benefit.

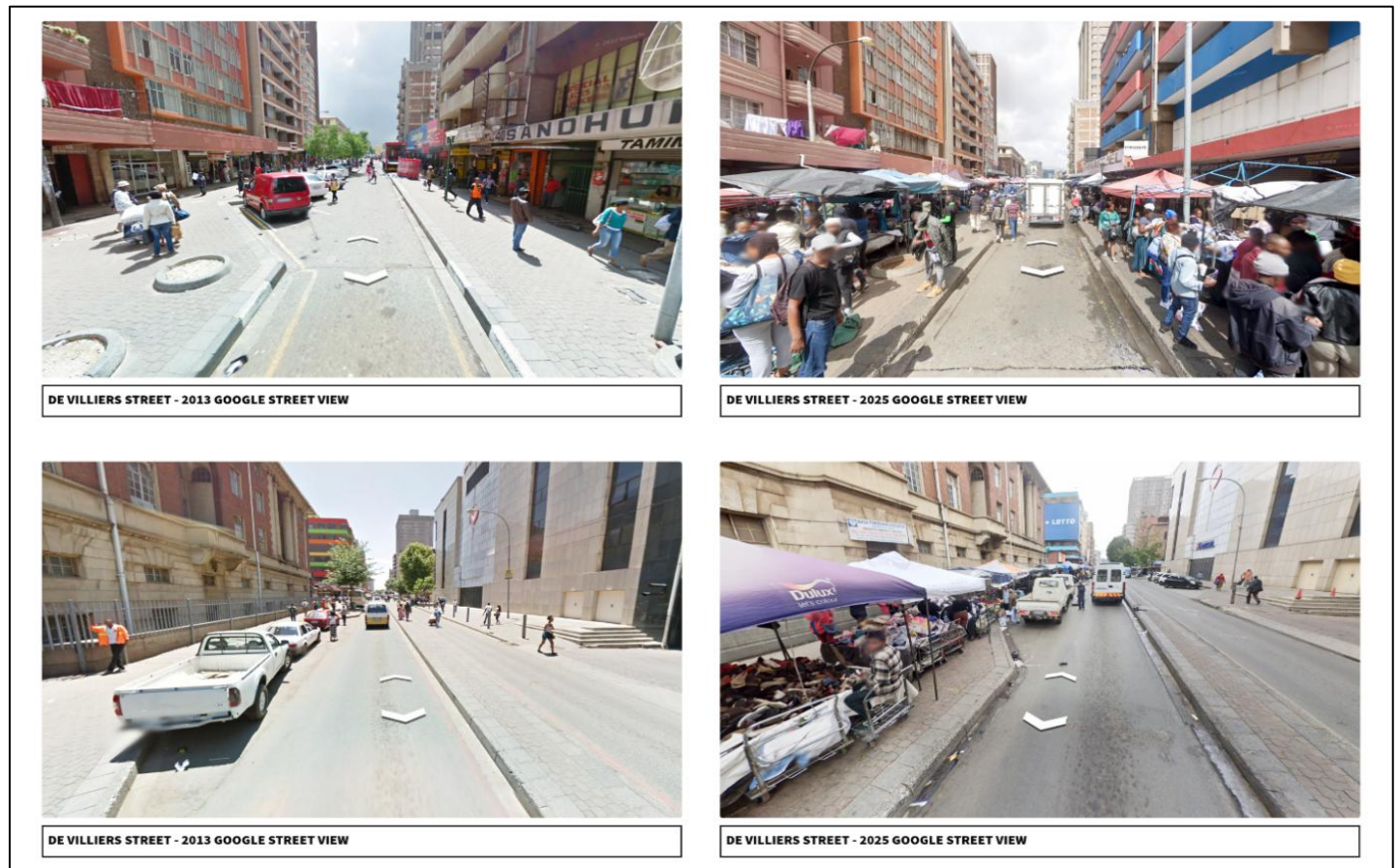
- **Contribution to local economies:** Income generated within the informal sector is often spent within local communities, fostering economic activity and circulation of money at the grassroots level. Categories like R2000–R6000 are particularly vital, as these earnings likely support day-to-day household expenses, sustaining local markets and small businesses.
- **Potential for growth and resilience:** The presence of respondents earning between R6001 and R10,000—though a smaller share—indicates potential for upward mobility within the informal sector. This suggests that certain segments or participants can scale their businesses, contributing to long-term economic resilience and development.

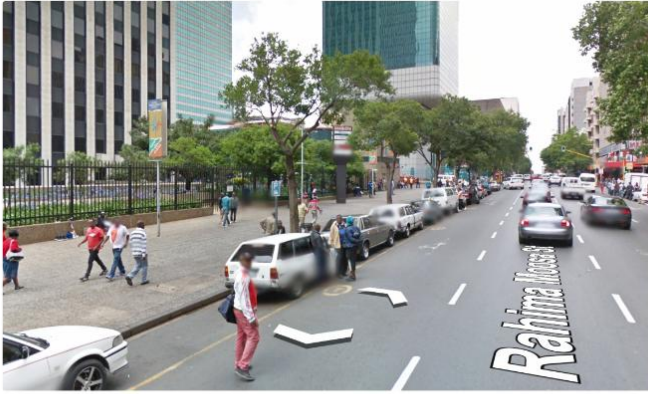
✚ Business income is greatly influenced by the strategic selection of a location, as it enables businesses to capitalise on the target market and benefit from high foot traffic, both of which are key factors in determining profitability.

2.7. Inner-City Informal Trading Activities Over the Years

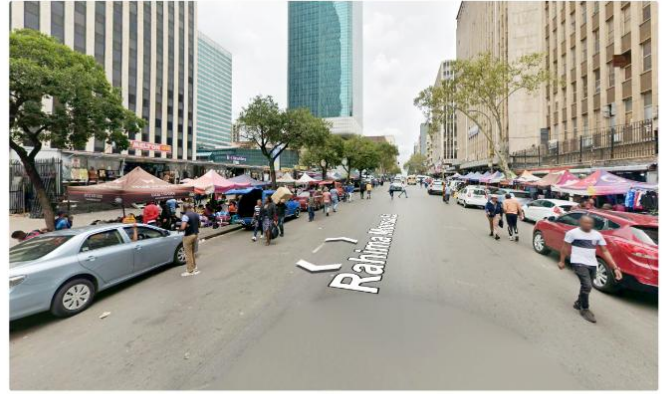
Informal trading has expanded significantly throughout the Inner-City, largely in response to the high levels of pedestrian and vehicular activity in the area. This growth is clearly visible when comparing historical aerial imagery from previous years with the most recent aerial images provided in the figure below.

Figure 9: Inner-City Informal Trading Activities Over the Years





RAHIMA MOOSA STREET - 2013 GOOGLE STREET VIEW



RAHIMA MOOSA STREET - 2025 GOOGLE STREET VIEW

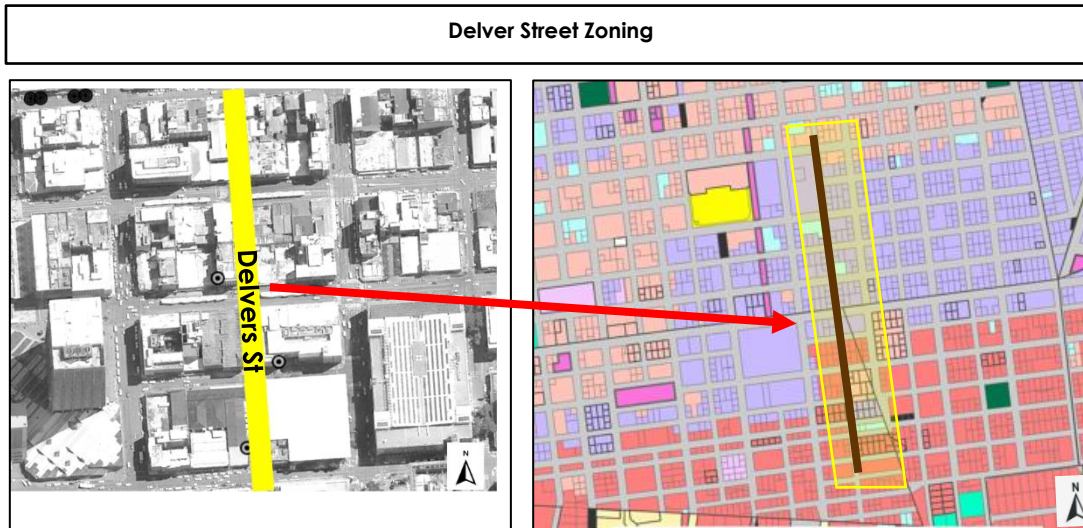


DELVERS STREET - 2013 GOOGLE STREET VIEW



DE VILLIERS STREET - 2013 GOOGLE STREET VIEW

2.8. Relationship Between Informal Trading and Land Use



Delvers St is characterised by high-rise residential developments that accommodate a diverse population, including students, young professionals, and families. The street features a variety of retail outlets, office spaces, healthcare facilities, and educational institutions, making it a bustling hub of activity. Additionally, Delvers Street has a strong presence of informal trading, with vendors setting up stalls adjacent to retail outlets and along busy strategic points, such as

Zoning: General, industry and business

Land Use: Retail, commercial, residential.

Informal Trading: The informal traders along this street offer traditional food, various clothing items, cell phone accessories and fruit and vegetables.

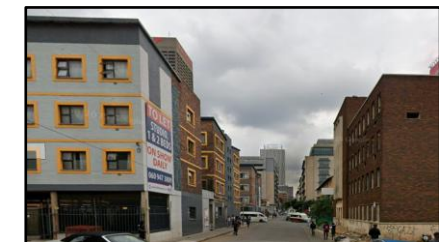
Land Uses



Retail



Office



Residential

Kerk, Helen Joseph and Kruis Street Zoning



Kerk St is lined with a diverse option of retail outlets, restaurants, commercial use, residential development, office and intuitions, public space (courtyard) and a significant portion is dedicated to the street trading market. The market is a key feature of the uses; the area has undergone significant infrastructure upgrades to enhance its functionality. The formal and informal uses coexist to create an integrated urban space.

Helen Joseph St and Kruis St comprise of commercial uses, residential developments, office and institutional use, and street trading. The street traders sell a variety of goods; however, the street traders lack shelter and have limited access to infrastructure needs.

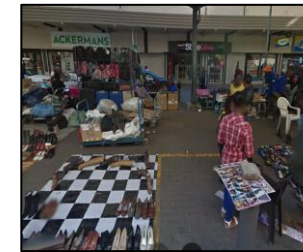
Zoning: Business, general, residential and government.

Land Uses: Commercial, residential, shops, institutional, office and public space.

Informal Trading: Hair plaiting, travel and school bags, fruit and vegetables, traditional food, etc.

The street traders sell a variety of goods; however, the street traders lack shelter (posing a challenge during windy and rain seasons) and have limited access to infrastructure needs (limited access to ablution facilities).

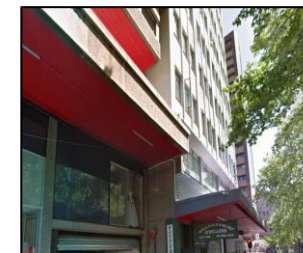
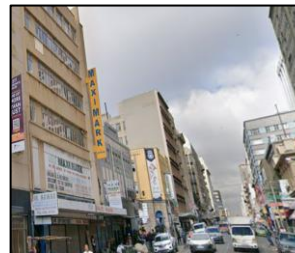
Land Uses



Retail Shops and Banking



Commercial and Office

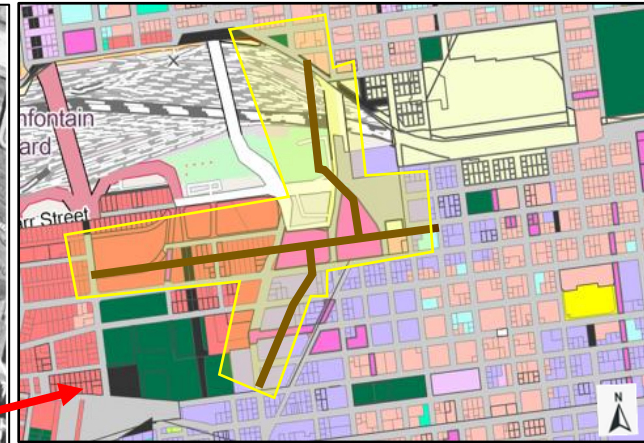
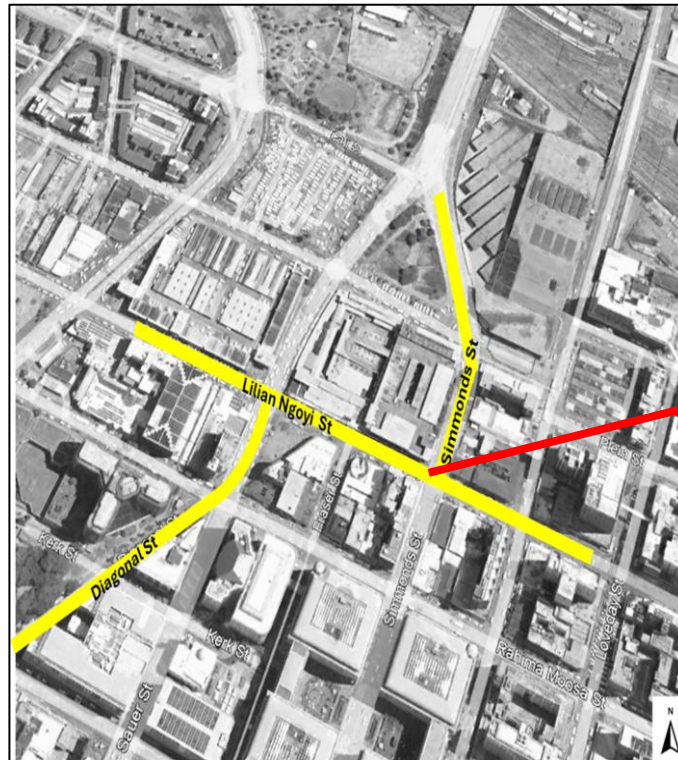


Residential

Lilian Ngoyi, Simmonds and Diagonal Street Zoning

Diagonal St is lined with retail shops, including fabric stores, blanket shops, and traditional medicine shops. In addition, the uses are inclusive of residential developments, office buildings, and public open spaces. These uses are coupled with street trading that compliments the retail outlets with the sale of+ fruits and vegetables amongst other goods.

Lilian Ngoyi St, formally known as Bree St comprises commercial, residential, office, and educational institutions and public spaces that serve as communal areas for relaxation. Informal trading that takes place on the street demonstrates a street that dynamic with a lively and resilient informal trading market.



Simmonds St holds traits of mixed land uses, including commercial buildings and institutions such as government buildings. These uses are coupled with street traders that sell a variety of goods including fresh produce, clothing, electronic and traditional crafts.

Zoning: General, open space, special, industrial and S.A.R

Land Uses: Commercial, businesses, taxi ranks.

Informal Trading: Clothing, fruit and vegetables, cell phone accessories, self-care products, traditional food, etc.

Land Uses



Office

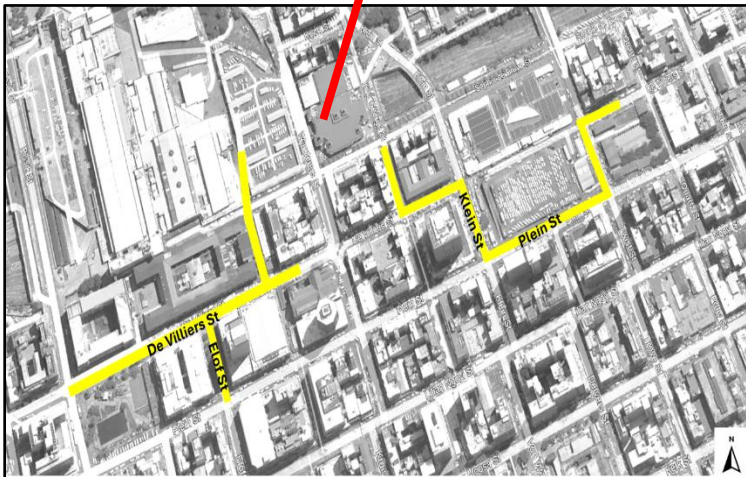


Institution



Government Buildings

Zoning



Zoning: Business, general, open space, S.A.R, special and roads

Land Uses: Taxi rank, retail shops, residential

Informal Trading: Clothing, fruit and vegetables, traditional food

De Villiers St is home to areas such as residential developments including flats and apartments, retail shops, and office and institutions such as government offices. The informal traders located on this street offers a variety of affordable products and to enhance the economic activity on the street.

The survey focused on a block along **Ellof St**, nonetheless, the streets consist of retail shops inclusive of fabric stores, blanket shops and traditional medicine shops. It holds a residential element and office, inclusive and institutional uses. The street is complimented by informal traders that sell products and services.

Klein and Plein St, by the Noord Taxi rank, is home to many informal traders due to the high pedestrian densities. This area is a transportation hub consisting of residential development, retail shops that sell a variety of products, and restaurants.

Land Uses



Residential



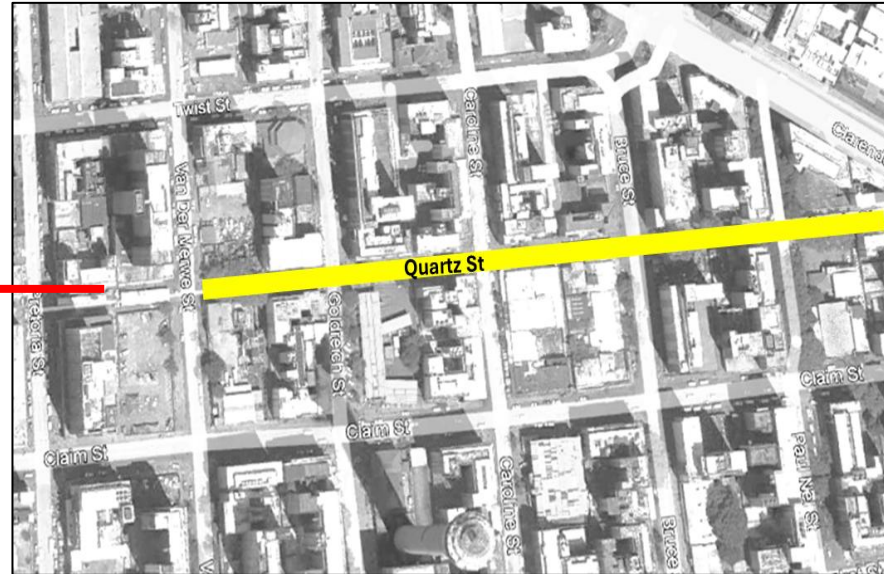
Retail



Taxi Rank

Quartz Zoning

Quartz St consist of bad buildings, retail and residential developments. Furthermore, it is home to an informal market.



Zoning: Residential, special and open space

Land use: Residential

Informal Trading: Home of informal traders

Land Use



Residential

Alignment and Compatibility



Fruit and vegetable stalls just outside a supermarket



Clothing stalls just outside a clothing shop

At times, informal traders are in possession of goods that retail shops do not possess and/or the price of the same product is cheaper at the informal traders compared to the retail stores. This strip allows for a consumer to purchase a few items in one space at an affordable price compared to travelling to various places to acquire the product(s) at a cheaper price. Although there is some form of competition, there is compatibility as well.



Traditional food



Bags and clothing items



Footwear stalls just outside a footwear shop

In some instances, informal trading aligns with the trading activities opposite the informal trading stall. Meanwhile in some instances, the retail shops encroach on the pedestrian walkway which may be viewed as an 'overflow/extension' of the trading their offer for ease of visibility by the people walking past.

In terms of compatibility, the diversity of goods and services offered by informal traders allows them to function and co-exist together.

Encroachment



Encroachment of prohibited spaces within the Inner-City is a challenge. This creates difficulties for the informal traders when they are removed from these spaces by the Johannesburg Metro-Polic Department

2.9. Land Uses and Activities Per Precinct

Kwa-Mai Mai Market

Business activity: Vibrant cultural and social space features food stalls serving authentic South African food. The market showcases traditional attires.

OBSERVATIONS

Picture 1: *Hygiene/health concerns:* Cooking on pavement, litter around the premises, burning of litter outside the premises, lack of proper toilets to service a large crowd of people on weekends when the place is busy. This may affect health of the people utilising these spaces severely.

Picture 2: Only 2 mobile toilets at the entrance and the state was not established. This result in people (especially male) to help themselves near any wall of the City.

Picture 2.1: *Toilets with running water:* female 2-stall facility works, males also use this facility.

Picture 3: Linked to the glass recycling industry due to high alcohol consumption as an entertainment and lifestyle market.

Picture 4: *Water pipes:* Proper water infrastructure required.

Picture 5: *Other types of businesses:* fruits and snacks stalls and traditional attires.

VISUAL



Hillbrow Health Precinct

Business activity: Informal businesses around the precinct include street vendors, food stalls, and small-scale services, which cater to the local community's needs

OBSERVATIONS

Picture 1: Water pipes: open water pipes servicing the street taxi car wash business.

Picture 2: Street taxi car wash: precinct is neighbouring Noord taxi rank and taxis parked on the streets on Smit Street while being washed.

Picture 3: Traditional food restaurant on the pavement: servicing the taxi industry, a business selling "inhloko" - cow head where taxi drivers eat on the table together standing is located without shelter and has to close when weather is not conducive for the business. Concerns include cooking on the pavement, health and safety having open fire in public roads.

Picture 4: Occasional street vendors. Depending on times, the flow of pedestrian traffic may be hindered.

VISUAL



High Court Precinct

Business activity: street vendors offering food, beverages, and other goods to cater to the daily influx of people. Additionally, small-scale services such as photocopying, document binding, and courier services are common, supporting the needs of those visiting the court.

OBSERVATIONS

VISUAL

Picture 1: Mobile fruit and veg trolley stall: shopping trolleys are used for selling fruits and vegetables across town. Mobility allows for movement to areas where there is traffic for better chances of trade.

Picture 2: Jeppe street: pavement unregulated stalls and damaged pavement.

Picture 3: Small and Jeppe street: makeshift stall.

Picture 4: Small Street and Pritchard Street adjacent: pedestrian traffic and retail trade is booming.

Picture 5: Traffic congestion on Jeppe and small street: pedestrian traffic is obstructed by trading.



Transport Precinct

Business activity: a key hub for mobility and connectivity within the city. It encompasses major transport facilities, including taxi ranks, bus terminals, and train stations, serving as a central point for commuters traveling within Johannesburg and to surrounding areas.

OBSERVATIONS

Picture 1: State of the pavement is destroyed, and waste management is a challenge with taxis parking on the streets

Picture 2: Trading on the pavement that is not designated for trading, thus causing pedestrian traffic

Picture 3: Taxis parked on the streets outside the taxi rank causes traffic

Picture 4: Pavement side trading reducing space for pedestrian movement.

Picture 5: selling vegetable on the road next to the construction site.

VISUAL

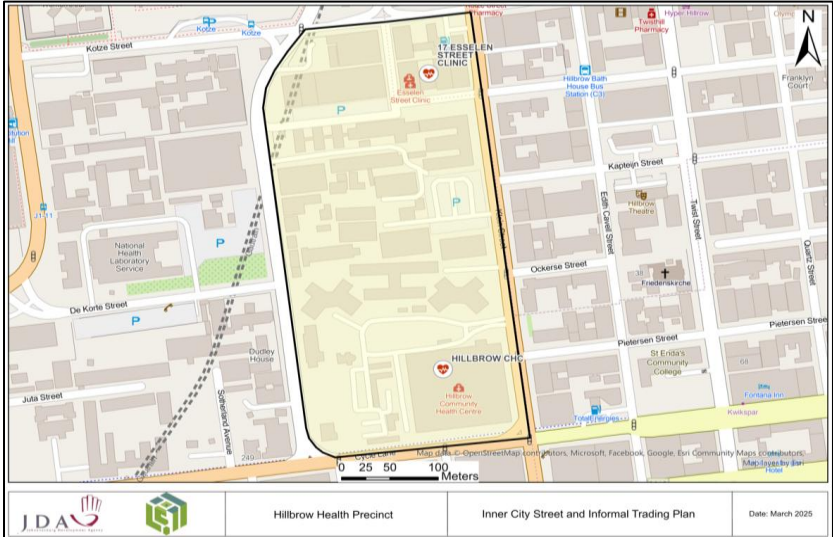


PRECINCT MAPS

Kwa-Mai Mai Market



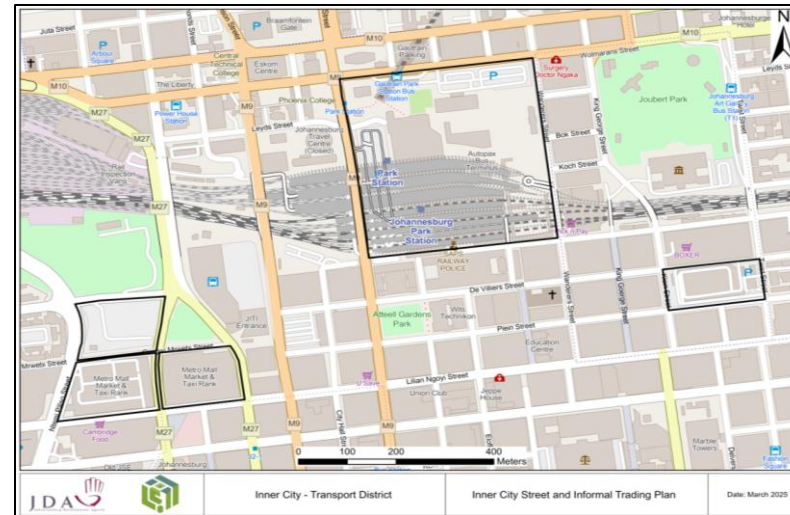
Hillbrow Health Precinct



High Court Precinct



Transport Precinct



2.10. Informal Trading Space Realities

Condition of Informal Trading Spaces

- The majority of informal trading spaces within the Inner-City are characterised by temporary and makeshift setups, which are often in dilapidated conditions
- In addition to the physical condition of the spaces, there is a notable absence of essential public amenities in these areas. Restrooms, waste disposal facilities, and other basic infrastructure are largely lacking, which negatively affects both the traders and the public.



Existing Informal Trading Spaces and Movement

- Sidewalks: A significant portion of informal trading activity occurs on the sidewalks throughout the area. The most common forms of trading include food carts, clothing stalls, traditional medicine tables, and vendors selling household essentials.
- Street Corners and Intersections: In addition to sidewalk trading, informal traders were observed operating at key street corners and intersections, often pushing trolleys or carts.
- Pedestrianized Zones: which have been specifically designed to promote walking and facilitate informal trading, were observed to be well-established and well-maintained.
- Transport hubs: particularly taxi ranks, are critical nodes for informal trading activity. Due to the high volume of commuters, these hubs provide a prime location for vendors looking to serve passengers and local residents alike.



Pedestrian Traffic

- Peak pedestrian volumes were recorded during the morning peak hour, typically when commuters are traveling to work, and during lunch hours when people are on lunch breaks. A notable increase in pedestrian flow was also observed during the late afternoon as individuals returned from their workplaces
- Certain streets had high pedestrian volumes, often attributed to their proximity to key urban infrastructure. These areas are notably near public transport facilities and shopping centres, both of which act as major attractors of Non-Motorised Transport (NMT).
- Several streets in the area are exclusively pedestrianised, designed to provide a safer, more comfortable environment for pedestrians. These zones have well-established trading spaces, where informal traders are permitted to operate.
- Weather conditions, particularly rainfall, were found to significantly affect pedestrian movement in certain streets. During rainy conditions, sidewalks became increasingly crowded as pedestrians sought shelter, often crowding around the edges of buildings or informal traders' stalls.



Infrastructure Reality

- The City of Johannesburg faces significant challenges in maintaining sustainable service delivery due to aging infrastructure, insufficient investment in repairs and maintenance, and increasing urbanisation.
- The Johannesburg CBD water sub-district supplies water to the Johannesburg CBD and other suburbs including Benrose, Droste Park in the east, and in the south, the suburb of Selby.
- The High Court Precinct development node is serviced by the Delta Sewer Drainage Basin. The Transport District, Kwa Mai Mai and Hillbrow Health Inner-City development nodes are serviced by the Klipspruit Drainage Basin.

The Inner-City infrastructure show signs of lack of maintenance and decay. This may pose as a serious hazard for people utilising these spaces.

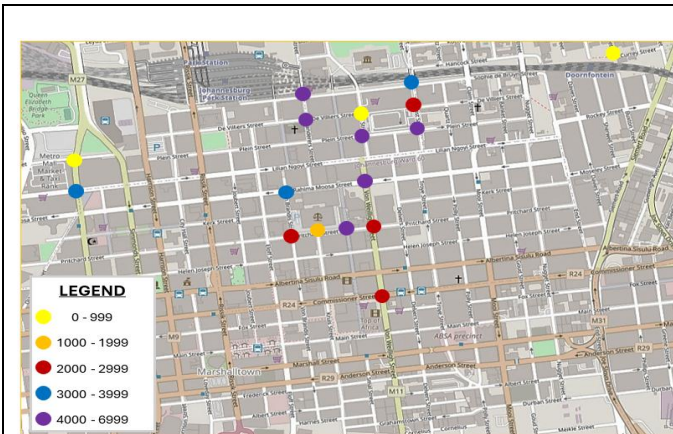
The master plan noted that the frequent bursting of water pipes vandalism of infrastructure, in combination with the waste illegally generated by informal traders and residence led to frequent blockages to kerb inlets.

- Ineffective storm water management in the Johannesburg Inner-City seems to be closely linked with ineffective waste management, and frequently bursting water pipes.

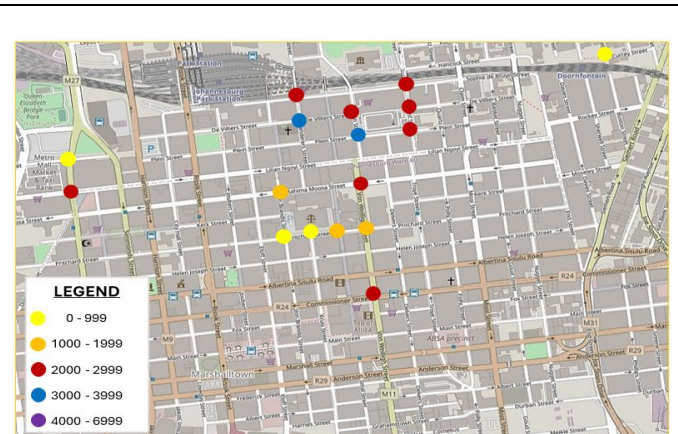


2.11. Traffic Volumes

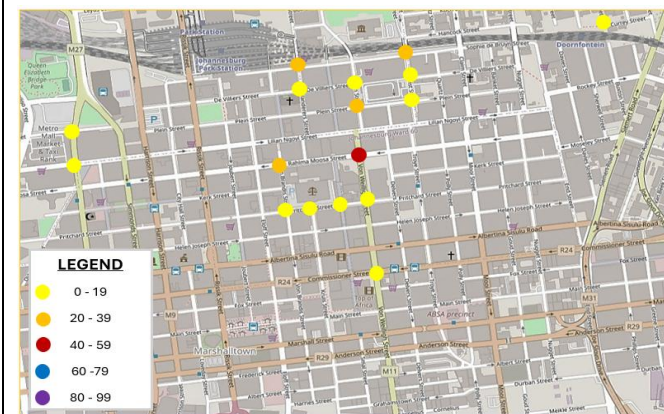
The figures below illustrate the recorded volumes of pedestrians and trolley pushers during the Friday afternoon peak and the Saturday morning peak periods. The data clearly show that the highest levels of movement occur along key transport corridors and around major transport nodes. These areas experience concentrated activity due to their role as transfer points for commuters and high-footfall destinations for informal trading. Furthermore, it is in these spaces that one sees the contestation of spaces from the different users; from pedestrians striving to navigate to their destinations, informal traders seeking to seize the opportunity from the potential commuters, traffic volumes and slow-moving trolley pushers. The patterns observed in the counts highlight the critical importance of these nodes in shaping pedestrian flow within the study area.



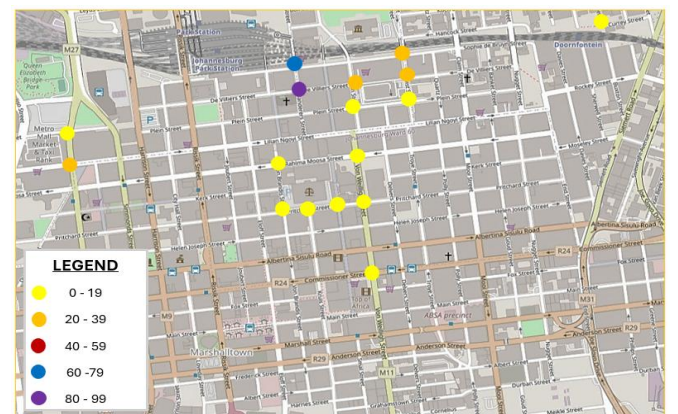
Friday PM (14:45-15:45) Pedestrian Volumes



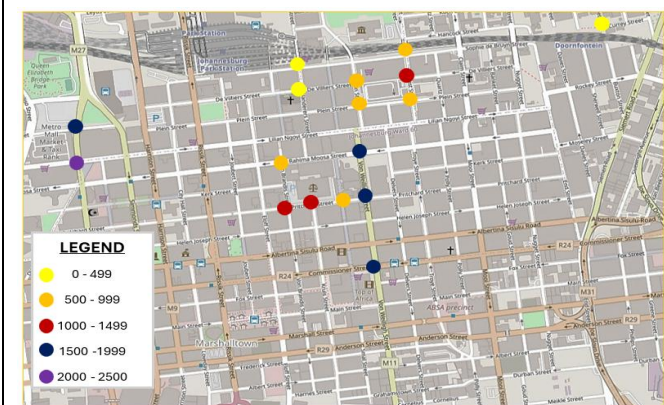
Saturday AM (6:30-7:30) Pedestrian Volumes



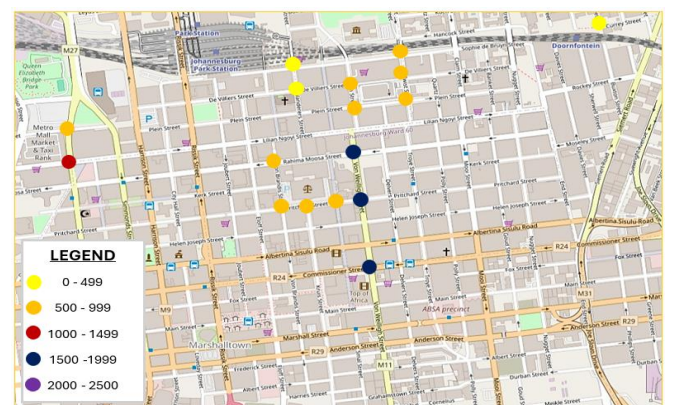
Friday PM (14:45-15:45) Trolley Pushers' Volumes



Saturday AM (6:30-7:30) Trolley Pushers' Volumes



Friday PM (14:45-15:45) Traffic Volumes



Saturday AM (6:30-7:30) Traffic Volumes

As part of the broader congestion assessment, a Congestion Risk Analysis was undertaken to evaluate the potential for operational disruption within the study area due to both recurrent and non-recurrent congestion triggers. This forward-looking analysis helps identify vulnerabilities in the road network that could compromise access, mobility, and safety, particularly under peak conditions or unexpected incidents.

2.12. Risk Identification

The following risk factors were identified within the study area, based on site observations, capacity analysis, historic congestion patterns, and operational challenges:

- Recurrent peak-period queuing at Wanderers/ De Villiers Street, Von Welligh/ Pritchard Street, Von Welligh/ Hellen Joseph Street, Von Welligh/ Rahima Moosa, Delvers/ Kerk Street intersections to mention a few
- High pedestrian volumes conflicting with vehicular movement near transport nodes
- Frequent minibus taxi stopping in live lanes at Rahima Moosa Street, De Villiers Street and Kerk Street
- Absence of signal backup at key signalised intersections
- High reliance on a single access road for development site egress

2.12.1. Risk Assessment Methodology

A qualitative likelihood vs impact matrix was used to evaluate each risk based on the following:

- Likelihood: Frequency or probability of occurrence (Rare to Almost Certain)
- Impact: Severity of resulting congestion, safety implications, and operational delay (Minor to Severe)

2.12.2. Congestion Risk Register

Table 6: Congestion Risk Register

Risk Factor	Likelihood	Impact	Risk Rating	Notes
Informal trading obstructing sidewalks	Almost Certain	Moderate	High	Forces pedestrians into the roadway, increasing vehicle-pedestrian conflict
AM/PM queuing on Main Roads (V/C > 1)	Likely	Moderate	High	Spillback observed into adjacent intersection
Informal taxi stops near intersection	Almost certain	Moderate	High	Causes mid-block friction and lane blockages
Pedestrian oversaturation near taxi ranks	Possible	Severe	High	Safety risk, slows traffic flow
Non-functional traffic signals	Likely	Moderate	High	Causes traffic congestion in the study area
Single access dependency for development site	Likely	Moderate	High	No alternative routing during congestion

2.13. Critical Stakeholders

Stakeholders identified by the Department of Economic Development (DED) is included as **Annexure 1**.

2.13.1. Affected and Active Stakeholders

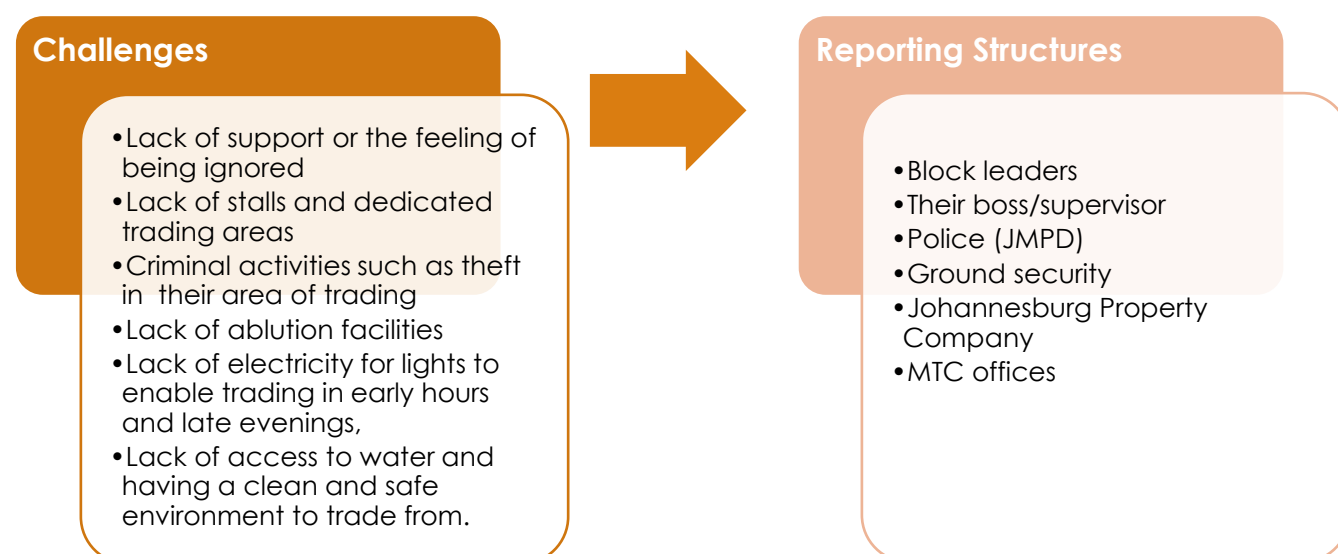
Table 7: Affected and Active Stakeholders

Affected Stakeholders	Role
Johannesburg Metropolitan Police Department (JMPD)	JMPD is responsible for enforcing municipal by-laws related to informal trading, ensuring that traders operate within designated areas and comply with licensing requirements. Their role includes monitoring trading activities, preventing illegal occupation of trading spaces, and addressing safety concerns in high-density trading zones.
Economic Development Department (Informal Trader Unit)	This department plays a crucial role in policy development, capacity-building programs, and trader empowerment initiatives. It works to create an enabling environment for informal traders by providing business support services, ensuring access to resources, and developing strategies to integrate informal trade into the broader city economy.
City Improvement Districts (CIDs)	CIDs are private-sector-led initiatives aimed at maintaining clean, safe, and well-managed public spaces in designated areas. Their involvement in the informal trading sector includes coordinating urban management efforts, maintaining public infrastructure, and ensuring that trading activities do not disrupt pedestrian movement or commercial activities.
Private Property Owners	Property owners in Johannesburg's Inner-City have a vested interest in how informal trade is managed, as it directly affects foot traffic, property value, and business operations. Some property owners support informal traders by providing trading space or collaborating with local authorities to create designated trading zones.
Informal Trader Committees	Representing the interests of street vendors and small-scale traders, informal trader committees serve as a voice for the sector in negotiations with city officials, law enforcement, and business organisations. These committees advocate for fair policies, improved trading conditions, and protection against unlawful evictions or harassment.

2.14. Trader Challenges and Reporting Structures

Traders address their challenges through multiple channels, reporting issues to various entities while occasionally resolving them independently. The available channels for reporting challenges faced in the market are indicated on the Figure below

Figure 10: Challenges and Reporting Structures



Collectively 60% of informal traders have a reporting line, this reporting line consists of a formal and informal structure. Whilst 40% of the informal traders indicated that they don't have a direct reporting line to express their challenges and needs.

2.14.1. Required Interventions: Opportunities

The traders recognize that there is support required from the government. The Informal Trading Policy currently highlights the various ways that the City can support the informal traders however the traders have identified additional areas that they require support.

Table 8: Required Support by the Sector

Business Support	Infrastructure	Governance and Enforcement
<ul style="list-style-type: none"> •Funding subsidy •Training and capacity building 	<ul style="list-style-type: none"> •Safe and clean trading environment •Movable stalls •Market place with adequate facilities such as toilets and water •Storage facility •Infrastructure improvement 	<ul style="list-style-type: none"> •Citizenship and permits •Long-term trading permits •Reduce costs of business licenses •Registration Process •Stop unnecessary JMPD evictions

The identified areas of support by the respondents indicates that the sector needs interventions for sustainability. Business support initiatives focus on strengthening traders' business skills, while infrastructure enhancements aim to create a more orderly and efficient trading environment. Addressing the need for streamlined permit processes and citizenship assistance highlights the necessity of aligning these measures with broader policies, including immigration laws and the Business Act. However, implementing inclusive policies that incorporate foreign nationals must consider potential implications, as they could impact economic opportunities for South African citizens.

Self-organised traders operate independently without affiliation to any formal associations, forums, or committees. These individuals typically manage their own business activities, address challenges autonomously, and rely on personal networks or informal peer support rather than structured organisational frameworks. Their independence may result from a lack of awareness about associations, difficulty accessing them, or a preference for self-reliance in navigating the trading landscape.

Self-organised traders have taken the initiative to structure their operations and build robust networks within their communities. Their proactive approach is reflected in the various self-help initiatives they have implemented, as detailed in the table below.

Table 9: Self-Help Initiatives by Self-organised Traders

Information Sharing & Business Support	Infrastructure	Security
<ul style="list-style-type: none"> •Bulk purchase of goods •Identification of busy areas •Business loans 	<ul style="list-style-type: none"> •Self made stalls •Storage facilities 	<ul style="list-style-type: none"> •Surveillance on trading space •Safety and cleaning

2.15. SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> ○ High resilience and adaptability among traders in fluctuating economic conditions. ○ Proximity to high foot-traffic areas, ensuring consistent consumer reach. ○ Contribution to local economies by providing affordable goods and services as well as provide livelihood to the traders. ○ Informal networks that help traders self-organize and address challenges. ○ Policy Alignment and Stakeholder Buy-in and collaboration. ○ Holistic Support for Informal Traders. 	<ul style="list-style-type: none"> ○ Limited access to formal infrastructure and basic services (e.g., electricity, water, sanitation). ○ Infrastructure and maintenance challenges. ○ Fragmented reporting structures leading to ineffective problem resolution. ○ Low membership in associations due to lack of awareness or accessibility issues. ○ Challenges with regulatory compliance, such as permit acquisition and enforcement. ○ Storage and Space Allocation. ○ Most informal trading spaces are temporary, makeshift setups, which lack the necessary permanent infrastructure. ○ Current informal trading areas suffer from a lack of basic public facilities.
Opportunities	Threats
<ul style="list-style-type: none"> ○ Infrastructure upgrades and improved service delivery could enhance trading conditions. ○ Stronger engagement with informal trading associations to advocate for trader rights. ○ Streamlined permit processes and inclusive policy frameworks to support both local and foreign traders while aligning with immigration laws of the country. ○ Increasing consumer preference for informal market goods due to affordability. ○ Providing training to enhance business skills, financial literacy and regulatory compliance among traders. ○ Improved infrastructure for fruits and vegetables such as cold storage for fresh produce or better trading spaces can enhance product quality and expand the range of items sold. ○ Strengthening enforcement mechanisms can enhance compliance and ensure fair trading conditions for all. ○ Precinct Management Integration. ○ Potential to boost pedestrian volumes through strategic interventions ○ Pedestrianised areas provide an opportunity to create safe, vibrant trading spaces where pedestrian traffic is prioritised. 	<ul style="list-style-type: none"> ○ Urban development projects displacing traders or reducing stall visibility forcing traders to look for better locations. ○ Competition from formal businesses or new informal traders. ○ Potential policy changes that may restrict informal trading practices. ○ Lack of government intervention in resolving trader challenges could lead to stagnation. ○ Inefficiencies within the authorities, such as reliance on outdated databases over a decade old, hinder effective governance and decision-making. ○ Delays in permit issuance are attributed to internal challenges within the authorities, reflecting inefficiencies in administrative processes. ○ Security and Law Enforcement. ○ Unresolved Past Issues. ○ Regulation of Informal Trader Subletting. ○ Littering and a lack of waste management systems in informal trading spaces present significant challenges. ○ Concerns around safety for both consumers and informal traders. ○ Informal traders may be resistant to relocating to newly proposed areas if they are accustomed to their current locations. ○ Overcrowded transport hubs.



STREET AND INFORMAL TRADING PLAN



3. STREET AND INFORMAL TRADING PLAN

A city-scale approach enables the integration of informal trading into broader economic and spatial planning, aligning with municipal goals like transport, waste services, and infrastructure rollout. It creates a unified framework that ensures equitable treatment of traders and facilitates citywide data collection for better decision-making. Ultimately, the plan will strengthen institutional capacity, scalability, and long-term sustainability in managing Johannesburg's vibrant informal economy. Given the sample size of the traders and the survey area a special focus has been placed on four precincts. Nonetheless, there is a cognisant view of the great Inner-City. From the analysis, there are four precincts identified as the key nodal points of informal trading within the Inner-City. The precincts are namely:

- High Court
- Kwa Mai-Mai
- Hillbrow Health
- Transport District

The approach to be utilised is the Urban Market which, according to the Guidelines for Human Settlements Planning and Design by the CSIR, hold various benefits, namely:

- Facilitates access for small-scale operators to viable trading areas.
- The physical concentration of traders in one area enhances their collective appeal, enabling them to effectively compete with formal traders.
- Encourages collaboration among traders, such as sharing transportation resources and jointly procuring goods in bulk from suppliers.
- Offers consumers in lower-income communities a diverse selection of products and services.
- Eases municipal management in terms of hygiene and logistics in trading zones.

The DED has identified the establishment of informal markets as a priority in various other regions in the CoJ Metropolitan Municipality. Markets will be an important element of spatial development in Region F and will shape the way public space operates and experienced in the region. The following guidelines should be applied in establishing a market:

- They should be located at points of maximum accessibility such as in association with public transport terminals.
- The centrality of the market should be reinforced by other forms of public infrastructure such as clinics, community halls and community resource centres.
- Markets need not be permanent. Periodic markets, at certain times of the day, week or year are also a positive, cost-effective option.

According to the guidelines explained above, it is proposed that markets be established, controlled and enhanced along Corner Von Brandis and Lilian Ngoyi Street, as well as Klein Street adjacent to Noord Taxi Rank in the Transport District. Markets are also proposed in the High Court Precinct along Pritchard Street and Eloff Street. The markets should have distinct characters in keeping with the precincts they are situated in, as will be explained in the following pages.



Picture 2: Established Informal Market (Source: Sowetan)



Picture 1: Informal trading in De Villiers Street (Source: GroundUp News, 202)

3.1. Key Considerations

It is critical to consider whether the draft plan is responding to an urban design challenge or By-Law Enforcement issues? This consideration is brought to life by the current activities that are taking place within the Inner-City labelled as 'informal trading' although these activities have elements of illegality as they do not comply with the By-Laws. Thus, evidence from analysis depict the lack of effective By-Law enforcement. Therefore, this cannot be solved solely by creating more plans; a more comprehensive approach addressing the root causes and systemic issues is needed.

Examples of such activities are depicted in the following pictures:



Picture 3: Illegal Trading Activities

Plans and / or strategies are necessary, however, their success hinges on practical implementation, adequate resources, and addressing the underlying factors contributing to the problem. At the forefront of the proposed implementation and management plan is - Ignoring Root Causes: By-law violations often stem from deeper social, economic, or environmental issues that need to be addressed alongside enforcement.

It is also critical to consider whether the draft plan Proactive or Reactive. This is due to the TORs being comprehensive and broad to cover most UDZ infrastructural design challenges to respond to street and informal trading anomalies within the inner city of Johannesburg.

Most cities or metros like Cape Town are increasingly using residual land value capture, at precinct-scale in order to package infrastructure projects at a neighbourhood and/or ward level scale. The plan encourages an incremental precinct approach that can be replicated to other precincts within the Inner-City over a short medium to long term. This can easily be integrated with existing initiatives in priority precincts and translated into feasible, investable projects that address deteriorated infrastructure and bad buildings. It is important to align with current Precinct-Level Urban Management, Delivery Mechanisms, and Governance.

3.2. Key Issues

This section outlines various measures that can be adopted to address the issues facing informal traders. The informal trading sector requires basic economic infrastructure and municipal services as well as generic business services. The public environment requires cleansing, security and maintenance and the City needs to make provision for these services. Effective delivery of "basic municipal services" provides an environment in which business can thrive. These may include:

- Provision of trading areas, facilities and management.
- Provision of electricity, cleaning services, water, sewage services etc, depending on the type of facilities involved.
- Ensuring safety and security in business areas.

Generic business services can assist less sophisticated businesses to run more efficiently and to mature (i.e. grow in size, revenue and sophistication). These may include:

- Business literacy skills and training development.
- Provision of advice, information and business counselling.
- Provision of management or appropriate technical training, including financial management.
- Provision of marketing and market development services.

Furthermore, the following are examples of facilities that can be built for use by informal traders: Markets, Hives, Kiosks, Shelters, Container Parks, Storage facilities as well as demarcated sites along street pavements. Allocation of facilities to build should be carefully considered, based on the type of traders that will trade there, the type of goods that will be sold, and the frequency and mobility of the market, as well as the space available in the location. Street vendors trading on kerbs should be provided with small, mobile stalls that will not prove to be an obstruction to pedestrians, while markets can have larger and more permanent structures. These differences should be set out clearly in the Informal Trading by-laws to make it clear to police officials which kinds of stalls are allowable in which location. Detailed design in this regard should occur in conjunction with work done by the Department of Economic Development.

The CoJ has implemented a digital permit system for informal traders, streamlining the application and registration process. This online platform allows traders to apply for permits remotely, eliminating the need for in-person visits and reducing administrative burdens. The system also facilitates real-time communication with traders via SMS, aiding in by-law management and ensuring timely updates. This initiative aligns with the City's commitment to modernising services and supporting the informal trading sector.

3.2.1. Cross-Departmental Service Areas

The key service areas within the City that will be impacted upon are:

3.2.2. Utility Services and Cleaning

These include water, electricity, solid waste (refuse) removal and sewerage to ensure that environmental health and safety standards are met. To be consistent with the City's policy on the provision of these basic services to Historically Disadvantaged Areas (HDAs). These services would need to be provided to formal market areas in order to ensure a trading environment that is conducive to doing business effectively and efficiently. Specifically, Service Level Agreements (SLA) need to be established around solid waste removal to ensure that all trading areas are kept hygienic and refuse is collected on a regular basis, similar to agreements with formal businesses located in the same area.

Pikitup is responsible for comprehensive waste management in the city, including areas with significant informal trading. This comprises frequent refuse removal and street cleaning. It aims to minimise and prevent waste and promote community driven approach to waste management. Therefore, informal traders should collaborate with Pikitup to service markets and the trading area. The following initiatives should be implemented to address challenges in informal trading zones:

- Provision of regular waste management services in informal and formal trading zone to enhance cleanliness and hygiene.
- Promote collaboration between Pikitup and informal traders to ensure environmentally sustainable practices for disposing waste.
- Develop waste storage and disposal facilities for informal traders.

These strategies fall within the City's strategy to integrate informal trading into the economic framework, to stimulate economic growth and job opportunities. The City will promote growth and sustainability of the informal trading sector by enhancing utility services and cleaning in informal trading zone.

3.2.3. Waste Management Consideration

The management of waste is required and essential for the effective functioning of informal trading areas, particularly within high-density urban environments such as the Johannesburg CBD and key transport nodes. These areas generate a range of waste streams, including general litter, organic waste, packaging materials, and hazardous by-products. To manage this effectively, waste must first be properly categorised, and infrastructure must be put in place to support source separation. The provision of clearly marked colour-coded bins for different waste types will encourage proper disposal and recycling practices among informal traders.

Waste Source Identification and Classification should be included as part of waste categorisation efforts, with identification of key types: plastics, metals, paper, and organic waste. To correlate municipal services with real waste flows, volume estimates and peak generation periods need to be recorded.

Special attention must be given to the management of food-related waste because it, presents environmental and health risks when improperly disposed of in drains or public spaces. Traders should be required to store used oil in sealed containers, with collection services arranged through licensed hazardous waste handlers. This approach can be strengthened through partnerships with recycling companies that convert used oil into biodiesel or other products, contributing to a local circular economy.

Establishing a collection and sorting mechanism that includes specified sorting zones and on-site segregation procedures is necessary. At sorting locations, providing shelter and sanitary facilities can enhance efficiency and hygiene.

Daily removal of waste is critical to prevent accumulation, especially in markets and transport interchanges where pedestrian movement and food preparation are intense. Temporary on-site waste storage zones should be designated and serviced regularly by municipality or Pikitup. Maintaining lockable storage units and mobility options like pushcarts or collaborations with nearby logistics companies can help optimize the system in accordance with Storage and Transportation guidelines. In addition, infrastructure such as public cleaning stations, drainage-friendly surfaces, and mobile waste units should be made available to support hygienic operations, particularly for food vendors.

Trader education and participation are vital for successful implementation of waste management solutions. Waste management training should be provided to informal traders, covering hygiene practices, legal disposal methods, and safe food handling. Training sessions on safe waste management and the distribution of visual materials like posters and illustrated guides are essential under Education & Training to reach traders with different literacy levels. A code of conduct, or conditional trading license system, can be used to enforce compliance with municipal waste regulations. Ongoing monitoring and enforcement by Environmental Health Practitioners (EHPs) and Metro Police will ensure standards are upheld. Utilizing the Health & Safety Provisions stated in the informal recycler WMP is also necessary; first-aid kits and hygiene stations must be available, and gloves, vests, and masks must be provided.

Finally, public awareness and community involvement should be promoted through waste awareness campaigns and forums that encourage shared responsibility between traders, customers, and surrounding communities. Collectively, these interventions will not only improve environmental health and safety but also enhance the dignity, cleanliness, and sustainability of informal trading environments across the city. To ensure that informal recyclers have access to municipal purchase back centers, are connected to co-ops or SMMEs, and are officially recognized by the city, integration with formal recycling systems should be integrated.

In essence, the following waste management considerations are to be applied to all trading designated trading areas.

Table 10: Waste Management Consideration

Focus Area	Action/Initiative	Description
Infrastructure	Designated Waste Zones	Color-coded bins for recyclables, organic, and general waste
	Mobile Waste Units	Moving collection carts for high-density trade corridors
	Temporary Holding Areas	Overflow stations for after-hours and peak times
	Regular Collection Schedule	Scheduled pickups aligned with trading hours
Trader Regulation	Trader Waste Management Plans	Mandatory for trader registration

Focus Area	Action/Initiative	Description
	Awareness & Training	Workshops on hygiene, separation, and compliance
	Incentives	Clean bays rewarded via discounts or recognition
	Enforcement	Penalties for non-compliance; gradual enforcement (warnings to fines)
Recycling System	Waste Picker Partnerships	Formal cooperation with reclaimers/co-ops
	On-Site Recycling Kiosks	For plastics, cans, and cardboard with small incentives
	Buy-Back Centres	City-supported or NGO-run waste exchange stations
Public Engagement	Hygiene Stations	Handwashing & waste-water stations especially near food vendors
	Signage & Campaigns	Multi-lingual educational signs, radio, and social outreach
Governance	Multi-Stakeholder Coordination	City departments, NGOs, and trader groups
	GIS & Real-Time Monitoring	Track waste volumes and compliance zones

How the City of Johannesburg Manages Waste and Uses Recycling

To decrease landfill usage and encourage a circular economy, the City of Johannesburg manages waste through an integrated system that combines private contractors, municipal services, and official partnerships. One important facilitator of this process is recycling. Among the city's tactics are:

- **Pikitup's Separation at Source (S@S):** Promotes household and commercial segregation, supported by education, infrastructure, and public bins.
- **Joburg Waste Reclaimers Integration Plan (2023–2026):** Recognizes and empowers informal recyclers via training, uniforms, and NGO partnerships (e.g., ARO).
- **Zero Waste to Landfill by 2030:** Encourages recycling-focused public-private partnerships and extended producer responsibility.
- **Recycling Zones and GIS Monitoring:** Tracks compliance and waste volumes through dashboards presented in mayoral briefings.

The city collaborates with **key private sector actors:**

- **WastePlan:** Implements on-site waste management for city buildings and large generators, with real-time tracking and recycling optimization tools.
- **Oricol Environmental Services:** Specializes in hazardous and e-waste management under strict regulatory compliance.
- **The Waste Group:** Operates MRFs and applies a 5R model to reduce waste while promoting sustainability.
- **SkipWaste:** Offers skip hire and high-capacity MRFs with vehicle tracking to ensure logistical efficiency.
- **Phambili Services:** Supports Pikitup's Midrand pilot, engages youth, and contributes to environmental education.
- **IWMSA:** Provides training and professional development, promoting waste reduction and circular economy alignment.

The city's ability to carry out WMP components like Monitoring and Evaluation, which now includes digital waste logs, GPS-tagged reclaiming data, and regular audits that are strengthened by these collaborations.

3.2.4. Legal Framework for Informal Traders Health and Safety

Following applicable health and safety laws is important for ensuring that informal trading environments are not only profitable but also secure and sanitary. Johannesburg's informal traders are subject to the following laws:

- Occupational **Health and Safety Act (OHSA), 1993**

- National **Health Act, 2003**
- City of **Johannesburg Environmental Health By-laws (2004)**
- Regulations **Relating to Foodstuffs, Cosmetics and Disinfectants (R962 of 2012)**
- Businesses **Act, 1991 (Section 6A - Street Trading Provisions)**

The South African Local Government Association (SALGA, 2021) suggests that municipalities incorporate training on food safety and environmental health into their permit renewal procedures. This guarantees that traders maintain compliance and keep up to date on hygienic procedures. According to South Africa's National Waste Management Strategy (DEFF, 2020) identifies informal traders and waste reclaimers as vulnerable to disease transmission, especially in high-density trading zones. The strategy calls for the provision of personal protective equipment (PPE), safe waste handling training, and integration with formal waste services to promote both environmental and public health.

Implementors: Environmental Health Practitioners (EHPs) and Pikitup inspectors conduct routine site visits. Permit issuance and renewal are directly tied to traders' compliance with waste separation at source, health regulations, and hygiene protocols.

3.2.5. Economic Development, Transport and Planning

The CoJ's departments are responsible for strategic planning and infrastructure development to support street and informal trading. This includes economic development, spatial and land-use planning, and the provision of essential infrastructure such as roads, stormwater drainage, and transport.

This portfolio addresses high level planning issues (economic development, spatial and land-use planning) and infrastructure development and delivery (roads, storm water drainage, housing and transport). As aforementioned, the CoJ's Department of Economic Development focuses on strategic planning and infrastructure development to support informal trading. This includes economic development, spatial and land-use planning, and the provision of essential infrastructure such as roads, stormwater drainage, housing, and transport. The department coordinates service delivery with internal and external stakeholders, including Chambers of Commerce and Provincial Government, to ensure a practical developmental approach. Services coordinated encompass business skills development, mentoring, identification of trading locations, and infrastructure development, ensuring sufficient kerb-side space in designated trading areas to meet the needs of informal traders.

By integrating these efforts, the city aims to create an inclusive urban environment that supports economic growth and provides equitable opportunities for all residents.

3.3. Law Enforcement

The CoJ's approach to law enforcement within the informal trading sector is designed to uphold the rights and dignity of traders while ensuring compliance with municipal regulations. The Johannesburg Metropolitan Police Department (JMPD) is primarily responsible for enforcing these regulations, particularly those outlined in the Street Trading By-Laws.

Key enforcement measures include:

- **Key enforcement components:** Elements that are necessary to make sure a rule, law, or policy is followed. This includes policy foundation, demarcation, and trader rights charter. The components are aimed at protecting the interests of the City as well as the Informal Traders.

Table 11: Key Enforcement Components

Component	Action
Policy Foundation	Align with Informal Trading Policy (2022), Businesses Act (S6A), City Bylaws.
Clear Demarcation	Public signage and maps showing legal/illegal trading zones.
Trader Rights Charter	Document outlining rights, duties, and enforcement procedures.

- *Enforcement Structures and roles: Allocation of clear roles and responsibilities per structure will assist in ensuring compliance. The following outlines the structures along with their roles.*

Table 12: Enforcement Structures and roles

Structures	Roles
Johannesburg Metropolitan Police Department (JMPD)	Primary enforcement of trading zones and removal of illegal traders.
By-Law Enforcement Officers	Conduct routine checks, issue fines, confiscate illegal goods.
Informal Trading Division Inspectors	Collaborate with JMPD, maintain registry & permit compliance.
Mediation Officers	Resolve disputes between traders and authorities.

- **Addressing Unlawful Conduct:** Law enforcement targets illegal trading activities, especially in areas designated as prohibited or restricted under Sections 8, 9, and 10 of the Street Trading By-Laws.
- **Impoundment Procedures:** The JMPD is authorised to remove and impound goods from traders who violate trading conditions, following procedures specified in Section 11 of the By-Laws.
- **Permit Compliance:** Traders found violating permit conditions receive written notifications detailing the infractions and subsequent actions. Notably, trading permit fees are non-refundable if a permit is revoked or suspended due to such violations.
- **Health and Safety Standards:** Traders not adhering to basic health codes, particularly in food preparation and sales, may be instructed to cease operations immediately. Resumption of trading is contingent upon re-inspection and approval by authorised officials.
- **Law Enforcement in Undesignated Zones:** To maintain spatial order, the JMPD should regularly monitor and remove informal traders operating in undesignated or restricted areas. These enforcement actions are guided by the SDF and approved trading plans to ensure that trading only occurs in legally designated zones.
- **Penalties for Non-Compliance:** Traders who fail to comply with the Street Trading By-Laws may face escalating penalties, including verbal warnings, confiscation of goods, suspension or legal cancellation of permits, and, in serious or repeated cases, prosecution. The penalties aim to prevent unlawful conduct while encouraging voluntary compliance through education and procedural fairness. The following is penalty system is proposed.

Table 13: Penalty System

Level	Action
Level 1 – Warning	For minor or first-time offenses.
Level 2 – Fine	E.g., operating without permit (R500–R2000 depending on severity).
Level 3 – Confiscation of goods	Illegal goods or items from repeated offenders.
Level 4 – Blacklisting/Prosecution	Persistent non-compliant traders removed from registry and/or prosecuted.

- **Interdepartmental Coordination:** Effective enforcement is supported by coordination with key departments such as Environmental Health and Economic Development, ensuring that trading activities meet public health standards and align with the city's broader economic inclusion goals.
- **Education and Awareness:** The City should promote awareness campaigns and training workshops to help traders understand the Street Trading By-Laws, hygiene requirements, and permit conditions. This proactive approach fosters compliance and supports the professionalisation of informal trading.
- **Spatial Enforcement Mapping:** It is recommended that the city undertake spatial mapping of enforcement hotspots within the study area to identify patterns of non-compliance. This data-driven approach can guide targeted interventions, resource allocation, and improved coordination between enforcement and planning functions.

Furthermore, the city commits to taking decisive action against any municipal employees involved in corruption, abuse of power, xenophobia, or violence towards informal traders. This stance reinforces the City's

dedication to ethical governance and the protection of all stakeholders within the informal trading ecosystem.

By implementing these measures, CoJ aims to create a structured and fair environment that supports the informal trading sector while maintaining public order and safety. According to GroundUp New, 2025, over 3000 informal traders are registered in various regions within the City of Johannesburg. This figure reflects the number of traders who have obtained official permits to conduct business in designated areas.

3.4. Best Practices for Informal Trading Buildings

To support a more inclusive and efficient informal trading environment, it is vital to consider how other cities have successfully integrated informal traders into buildings. These examples show the effective use of existing infrastructure and purpose-built facilities to provide secure, accessible, and well-managed trading spaces. They highlight practical approaches that improve trader conditions, support local economic activity, and enhance urban management. The case studies below offer useful lessons for strengthening the City of Johannesburg's Inner-City Informal Trading Plan.

- **eThekweni Municipality (Durban), South Africa**

The eThekweni Municipality has implemented notable spatial interventions to integrate informal trading into the city urban environment through the adaptive reuse of existing infrastructure. A key example is **Warwick Junction**, a high-mobility transport node where abandoned urban infrastructure, such as arcades, bridges, and municipal buildings have been strategically repurposed to accommodate various informal trading activities. Traders specialising in traditional medicine, craft production, and food services operate within semi-structured and sheltered environments. These facilities are municipally managed and provide access to basic services such as water, sanitation, and refuse removal, thereby contributing to improved trading conditions and spatial order within the inner city.

- **City of Cape Town, South Africa**

The City of Cape Town has adopted a structured approach to informal trading by delineating formal trading zones, such as the **Grand Parade Market** adjacent to the central rail station. Informal traders are accommodated within demarcated bays, permanent kiosks, and sheltered stalls, many of which are integrated into existing municipal infrastructure. Lockable units and designated trading spaces have also been established within key transport interchanges and public squares. These interventions aim to create weather-resilient, accessible, and secure trading environments. However, enforcement of trading regulations and underutilisation of enclosed spaces remain ongoing challenges, as some traders continue to gravitate toward areas with higher pedestrian volumes.

- **Nairobi City County, Kenya**

In Nairobi, the establishment of **Muthurwa Market** serves as a spatial intervention to relocate informal traders previously displaced from the central business district. The market is situated within a large, enclosed structure designed to respond to the specific spatial and operational needs of informal economic activity. It incorporates lock-up stalls, cold storage areas, and access to water, sanitation, and electricity. The market illustrates effective utilisation of built form to accommodate informal trade while supporting economic resilience. Despite pressures such as overcrowding and infrastructure maintenance, Muthurwa Market remains a key node within Nairobi's informal economy and demonstrates the potential for large-scale urban facilities to integrate informality into city systems.

To strengthen its approach to informal trading, the City of Johannesburg can draw lessons from cities like Durban, Cape Town, and Nairobi. A key consideration is the adaptive reuse of underutilised municipal infrastructure, such as old arcades, depots, or buildings near transport nodes. To accommodate informal traders in sheltered, well-located environments. Locating these facilities in high pedestrian areas, especially near taxi ranks and public transport interchanges, is essential to ensure consistent customer access. Trading spaces should provide core services, including water, sanitation, refuse removal, and electricity, to support

hygiene, safety, and usability. Facilities must be designed with flexibility in mind, offering lockable stalls, weather protection, and layouts that respond to diverse trading needs. Active trader participation in the management of these spaces can improve compliance and sustainability, while balanced regulation should aim to formalise trade without displacing livelihoods. Lastly, the city must invest in ongoing maintenance, visibility, and security to ensure that these buildings remain active, safe, and economically viable hubs for informal trading.

Figure 11: Rosebank Envisaged Informal Trading Market

ROSEBANK SUNDAY MARKET, JOHANNESBURG

Rosebank Mall, Johannesburg South Africa
 15A Cradock Ave, Rosebank, Johannesburg, 2196
 Re-purposed Parking Space
 Informal Trading Market

Brief Description:
 The market is situated on the upper level of the Rosebank Mall, covering an area of approximately 4,000 square meters. The space is transformed every Sunday into a vibrant marketplace, featuring over 600 stalls offering a wide range of goods, including beadwork, carvings, textiles, jewelry, accessories, ceramics, and other pieces of art. The architectural design of the Rosebank Rooftop Market emphasizes an open-air concept that allows for natural light and ventilation, creating a welcoming atmosphere for visitors. The market occupies the upper level of the Rosebank Mall, transforming what was once a conventional parking area into a lively marketplace.

Principle aspects of Rosebank Rooftop Sunday Market

Location:
 Situated on the rooftop of the Rosebank Mall, providing a unique elevated shopping experience.

Open-air Design:
 The market features an open-air layout that allows natural light and fresh air, enhancing the shopping atmosphere.

Stall Configuration:
 Over 600 stalls are arranged in a way that promotes easy navigation and accessibility for visitors.


Cultural Aesthetics:
 Architectural elements reflect African culture through vibrant colors and traditional designs incorporated into stall structures.

Community Space:
 Designed as a communal area where visitors can gather, socialize, and enjoy live music, fostering a sense of community.

Integration with Nature:
 The market's design includes greenery and landscaping that harmonizes with the urban environment, creating a pleasant ambiance.


Adaptive Re-Use Of Urban Spaces:
 Underutilized /vacant spaces to be repurposed

Location:






Site Selection:

Accessibility & Signage




Open-Air Design & Flexible Stall Design



Easy navigation around stalls



High Foot Traffic & Social Interactions




Figure 12: Cape Town Envisaged Informal Trading Market

Claremont Street Trading, Capetown

Claremont, Capetown South Africa
 5 Dreyer St, Claremont, Cape Town, 7708
 Informal Trading Street Market

Brief Description:

The Claremont informal street trading market, located within the vicinity of Cavendish Square in Cape Town, represents a significant aspect of urban life and economic activity in the area. This market serves as a hub for informal traders who provide a variety of goods and services to local residents and visitors. Cavendish Square itself acts as a backdrop for this market, providing both foot traffic and visibility. The integration of the informal market with the formal retail environment creates a unique juxtaposition that highlights the contrasts within Claremont's urban landscape. While Cavendish Square offers a polished shopping experience with well-established retailers, the informal market adds vibrancy and diversity through its eclectic mix of offerings.

Principle aspects of Claremont Street Trading

Site Selection:

- Accessibility on both ends of the street Warwick Street on the southern side to Vineyard Road on the northern side
- High foot traffic encouraged by the Cavendish square with all different types of retail stores
- Visibility & Openness : The market has a direct line of sight from both street
- entrances and also from the foot bridge that connects the two buildings

Design Considerations

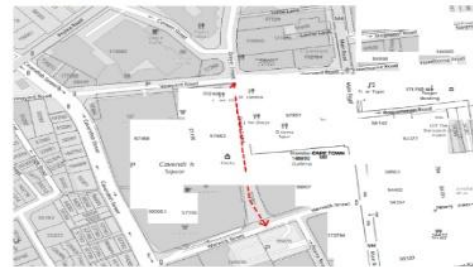
- Lock Up & Go Design
- Aesthetic Appeal
- Green Spaces
- Safety
- Waste Management
- Patronage/Welcoming Environment
- Pedestrian - Friendly Design

Location:



Site Selection:

Accessibility



Foot traffic & Visibility

High foot traffic along market



Vineyard Rd - Dreyer Str



Warwick Str - Dreyer Str



Porosity- traders have direct line of sight from the access points



Visibility of trading from footbridge



Design Considerations:

Lock Up & Go Stall Design



The design and layout of the informal trading market are characterized by open-air stalls that allow vendors to display their products prominently. These stalls are typically constructed from lightweight materials, making them easy to assemble and disassemble as needed. The market's architecture reflects the dynamic nature of informal trade, where flexibility is key to adapting to changing consumer demands.

Pedestrian-Friendly Layout



Generous pedestrian pathways with well thought out paving design which is on one level with the entrances into the Cavendish Square which is also heel-chair friendly.

Well Treated Green Spaces Allows rain water drainage within it



3.5. Previous Studies

3.5.1. Inner City Transport Masterplan

The Masterplan presents a thoughtful approach to informal trading that supports traders while ensuring safety, accessibility, and urban vibrancy.

3.5.2. Best Practice Approaches

- Accommodate existing traders with minimal displacement.
- Develop a “street carrying capacity” definition - ensuring fair allocation of space so streets don't become overcrowded.
- Implement the “natural market” concept - identifying streets where traders already congregate and formalising these areas.
- Create a comprehensive database of all traders (names, locations, types of goods) to inform ongoing management and enforcement.

3.5.3. Design Standards for Trading Spaces

Align with the City's Complete Street Guidelines, which define:

- Permitted streets for trading.
- Safety, design of stalls, and management procedures.
- Clear pedestrian paths with minimum widths, ensuring people can move easily.
- Integrate trading into building frontages - activating street edges - while leaving sidewalks clear for pedestrians, landscaping, signage, and utility spaces.

3.5.4. Trading at Transport Facilities

- Allocate spaces for informal trading in all new or upgraded transport hubs.
- Align with the 2015/16 Transport Location Principles and Guidelines - ensuring trading is banned within one block of major transit access points to avoid congestion and safety issues.
- Improve facilities for traders off-street to reduce crowding and enhance the trading environment.

3.5.5. Walkable Network Proposals

The plan envisions a safer, more vibrant Johannesburg Inner-City through a set of walkable network projects.

3.5.6. Main Priority Projects

Table 14: Priority walkable routes are outlined in the table below

Street/Area	Proposal Type	Vehicular Access
Small Street	Pedestrian Mall	No vehicular access
Kerk Street	Semi-Pedestrianised	Service/emergency access only
De Villiers Street	Managed Pedestrian Friendly	Vehicular access discouraged; closure proposed under Jozi Lowline
Metro Mall vicinity	Scramble Pedestrian Crossing	Intersection upgrade, pedestrians prioritized

3.5.7. Design Standards and Accessibility

- Minimum 2.5m–3m clear walkway widths on all busy streets.
- Universal accessibility retrofits at intersections and public transport stops.
- Improved pedestrian signals and scramble crossings at key intersections to improve safety and reduce vehicle-pedestrian conflicts.

3.6. Inner City Informal Trading Master Plan

The Inner-City Trading Plan outlined several key proposals for informal trading across the Johannesburg Inner-City. The current implementation status of these proposals is as follows:

3.6.1. Trading Subject to Road Closures

A number of streets were identified for full or partial closure to support informal trading. One example is **Diagonal Street**, which has already been fully pedestrianised and is currently home to informal traders. The pedestrianisation allows traders to operate in a dedicated and vehicle-free environment.

3.6.2. New Trading Area Including Pavement Improvements

The plan called for new trading spaces to be created on streets through the widening or repaving of sidewalks. Several street sections have been proposed to accommodate informal traders, and pavement upgrades. Informal trading is active on most of the designated streets. However, new pavements have been installed on only a few of these streets, and further upgrades are still pending.

3.6.3. Trading Proposed to Continue Until Completion of Taxi Facilities

The plan also accounted for traders remaining in designated street sections until new taxi facilities are completed, allowing for their relocation. Streets highlighted under this proposal include:

- Troye Street between Lilian Ngoyi and Jeppe Street
- Plein Street between Harrison and King George/ Twist and Nugget Street
- Klein Street between Klein and Plein Street

3.6.4. Development of New Trading Facilities in Line with City By-Laws

The master plan also included the development of new dedicated informal trading facilities to support more formalised trading in compliance with City of Johannesburg By-Laws. Proposed trading/market facilities included the following:

- Mary Fitzgerald Market - Implemented
- Hancock Market - Implemented
- Hillbrow Esselen Market - Not implemented; the proposed site is a residential area in very poor condition.

3.7. Lessons Learnt from the Execution of Prior Studies

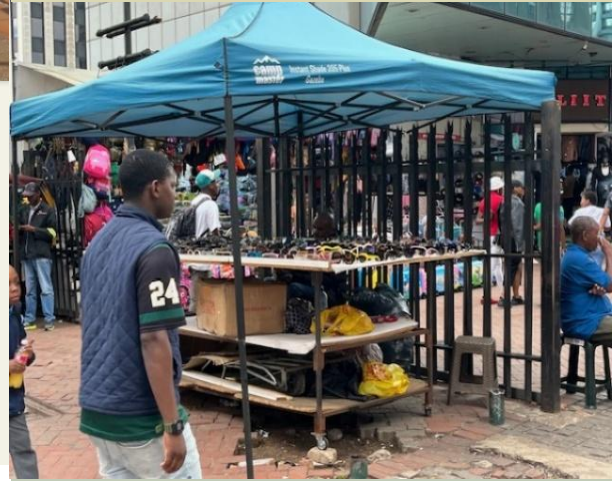
In addressing informal trading around transport nodes, it is important to note that some taxi ranks within the study area such as Bree Taxi Rank, do include formalised trading facilities. These were established to provide dedicated spaces for informal traders in an organised and controlled environment. However, many of these designated trading areas are underutilised, poorly maintained, and in some cases, entirely abandoned by the traders they were meant to support.

Instead, traders tend to relocate to the edges of nearby roads and sidewalks, particularly in areas with high pedestrian and vehicular activity. This shift is largely driven by the desire to maximise visibility and access to passing customers, especially during peak hours when foot traffic is concentrated along sidewalks and road verges rather than within the ranks themselves. As a result, even well-intentioned infrastructure fails to serve its purpose, leading to congestion, safety concerns, and an overall breakdown in the intended use of urban space.

Several factors contribute to this trend. These include:

- Poor maintenance and cleanliness of formal trading facilities, making them unattractive or unsuitable for daily use.
- Lack of foot traffic inside the formal markets, which reduces potential sales and pushes traders towards busier roadside locations.
- Insufficient enforcement of by-laws and trading regulations, allowing informal trading to flourish unchecked in undesignated areas.

Limited consultation with traders during the planning and design phase, resulting in facilities that do not meet their practical needs (such as poor visibility, inconvenient access, inadequate storage or shelter).



INFORMAL TRADING PLAN



4. INFORMAL TRADING PLAN

Vision and objectives provide direction towards what is envisaged. Thus, the draft vision is to create healthy, functioning infrastructure and effective informal trading spaces, aimed at enhancing economic gain of traders without overlooking the needs of traders and their consumers, while creating sustainable and resilient trading opportunities that are regulated and managed accordingly.

4.1. Existing Trading Areas

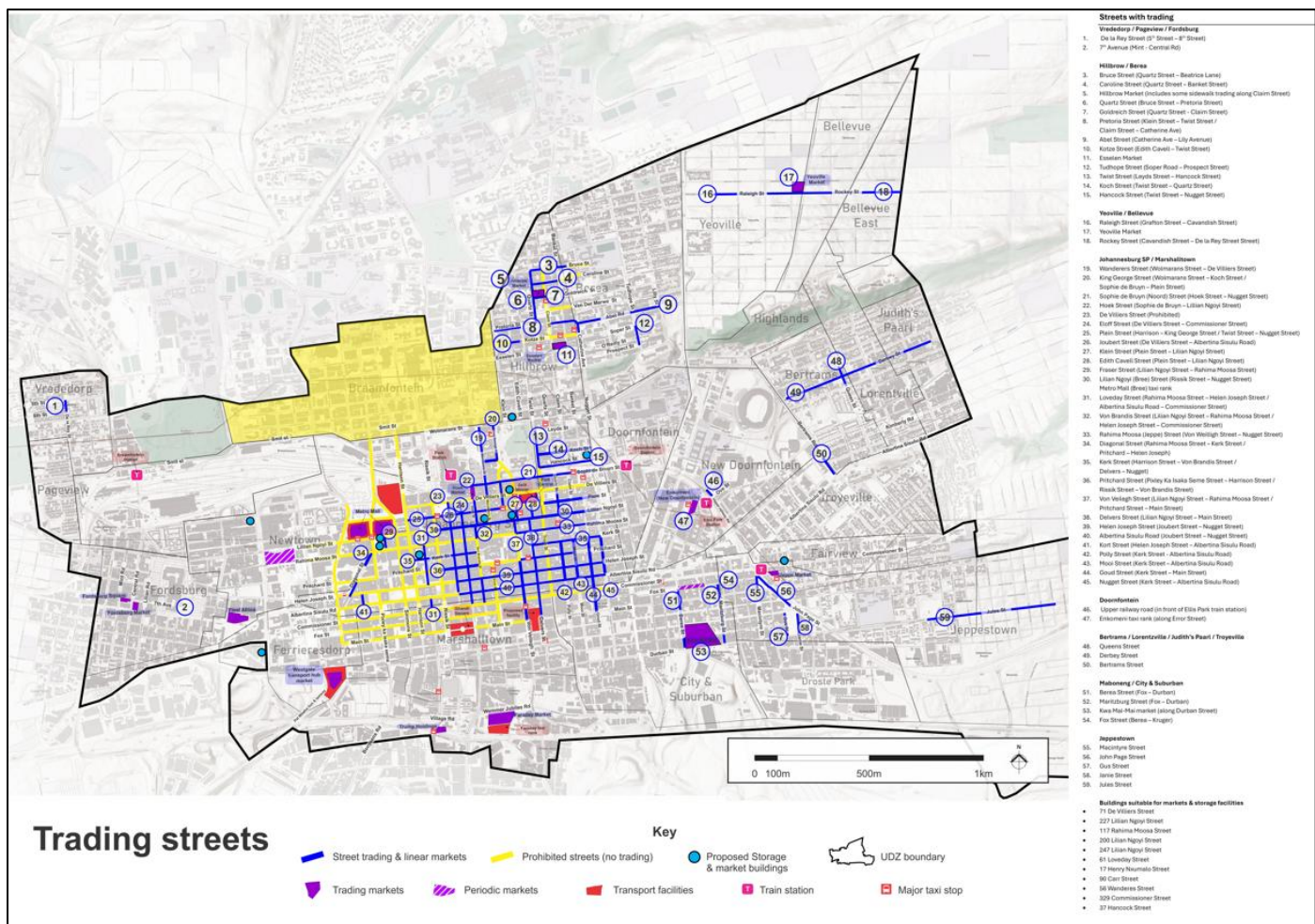
Informal trading within the CoJ Inner-City is currently conducted in 54 streets within the UDZ boundary. Informal trading varies in each street, based on the legally prohibited trading areas, intensity of pedestrian, public transport intensity and traffic volumes. The most common types of trading are fruit and vegetables, clothing, traditional medicine and traditional food stalls. The location of informal trading has been categorised and classified per precinct. This is linked to the type of activities taking place in the particular precinct ranging from e.g. residential (Hillbrow Precinct) and transportation (Transport District). Although not the entire Inner-City is immersed in informal trading, the areas within the Inner-City with informal trading are at an extensive scale, which is strongly a result/response to unemployment and seeking economic opportunities.

Map 7 below provides the overarching spatial distribution informal trading across the Johannesburg Inner-City. It establishes a city-wide hierarchy of trading streets, prohibited streets, market nodes, and supporting infrastructure, forming the foundation upon which all precinct level interventions are based. Concentration of blue trading streets within the Marshalltown and central CBD areas reflects a deliberate strategy to locate informal trading within zones of highest pedestrian activity and economic intensity. These areas are characterised by strong linkages to formal retail, employment centres, and high-density movement corridors, making them the most viable locations for sustained trading activity.

The inclusion of major transport facilities, such as Park Station, Faraday Taxi Rank, Metro Mall, and Gandhi Square, reinforces the principle that informal trading is inherently movement driven. By clustering trading opportunities around these nodes, traders benefit from consistent foot traffic while supporting the efficiency of the broader transport system.

The designation of prohibited streets (highlighted in yellow) introduces a necessary level of spatial control. These streets typically serve as primary mobility corridors, where trading would obstruct traffic flow, compromise safety, and interfere with public transport operations. Their exclusion from trading ensures that the network maintains a balance between economic activity and urban functionality.

Furthermore, the distribution of proposed storage facilities (discussed in section 4.1.2) across the network responds to operational challenges associated with informal trading, particularly the lack of secure storage and the resulting clutter in public spaces. These facilities support a more organised and manageable trading environment.

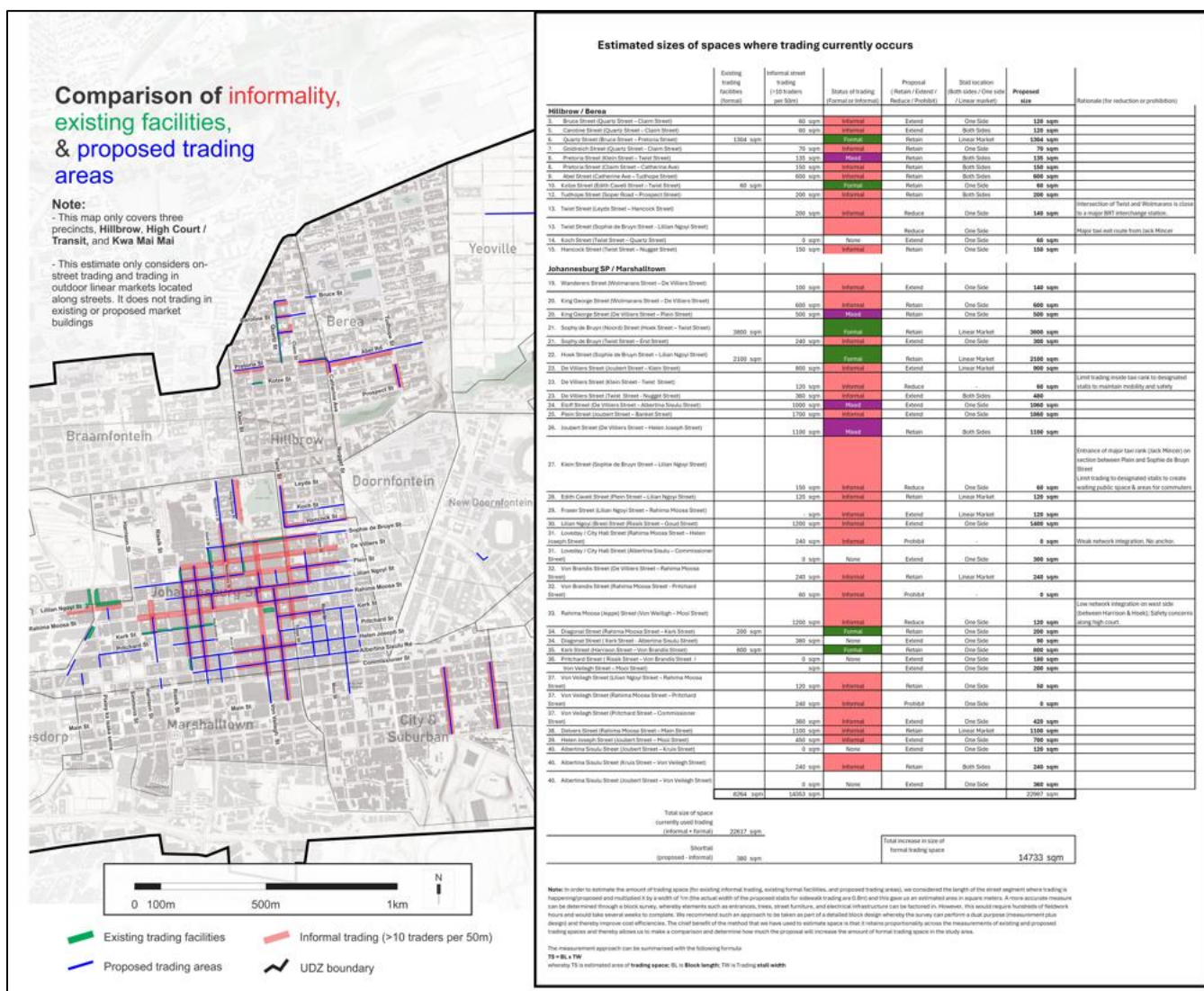


4.1.1. Existing Trading Informality Comparison

Figure 13 below provides a critical analytical layer by comparing existing informal trading patterns, existing trading infrastructure, and proposed trading areas. It serves as the evidence base for the spatial interventions proposed in the plan. Areas highlighted as having high levels of informality, defined by a density of more than 10 traders per 50 metres, are predominantly located within the CBD core and key transport corridors. The proposed trading framework responds to these conditions by formalising and consolidating trading activity within these areas, rather than displacing traders. This approach ensures continuity of livelihoods while improving spatial organisation. In areas where informality is excessively concentrated, the map indicates a process of rationalisation, where trading intensity is reduced or restructured to alleviate congestion and improve safety. This is particularly important in locations where pedestrian movement is severely obstructed or where infrastructure is under strain.

Figure 13 does not only identify gaps where informal trading is currently limited, but where spatial capacity exists. The introduction of new trading areas in these locations supports a more balanced distribution of economic activity, reducing pressure on overcrowded hotspots and improving overall accessibility. Importantly, the alignment of proposed trading areas with the Urban Development Zone (UDZ) boundary reflects a broader strategy to link informal trading with urban regeneration and economic revitalisation initiatives. This map therefore demonstrates that the proposed framework is not arbitrary but is a direct response to existing spatial conditions, ensuring that interventions are both realistic and implementable.


Figure 13: Comparison of Trading Informality





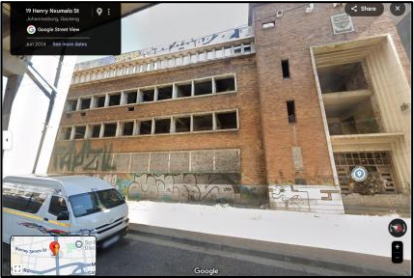



4.1.2. Potential Trading Accommodation


The table below outlines potential land for accommodation of informal trading near the transport nodes:

Table 15: Potential Trading Accommodation

Property Description	Land Ownership	Current Zoning	Proposed Use
227 Lillian Ngoyi Street, Johannesburg 	COOL IDEAS 1303 CC	Business 1 Surrounded by: -High pedestrian movement -retail, salons	<ul style="list-style-type: none"> Trader logistics depot for offloading and sorting stock Public amenities node (storage lockers, toilets, rest areas) Formalised food court with semi-permanent stalls for food vendors serving commuters
117 Rahima Moosa Street (Jeppe street, (sold on auction)	VIKING PONY PROP 269 PTY LTD	General Surrounded by:	<ul style="list-style-type: none"> Multi-purpose trader support centre (includes permit office, storage rooms, and co-op meeting spaces)

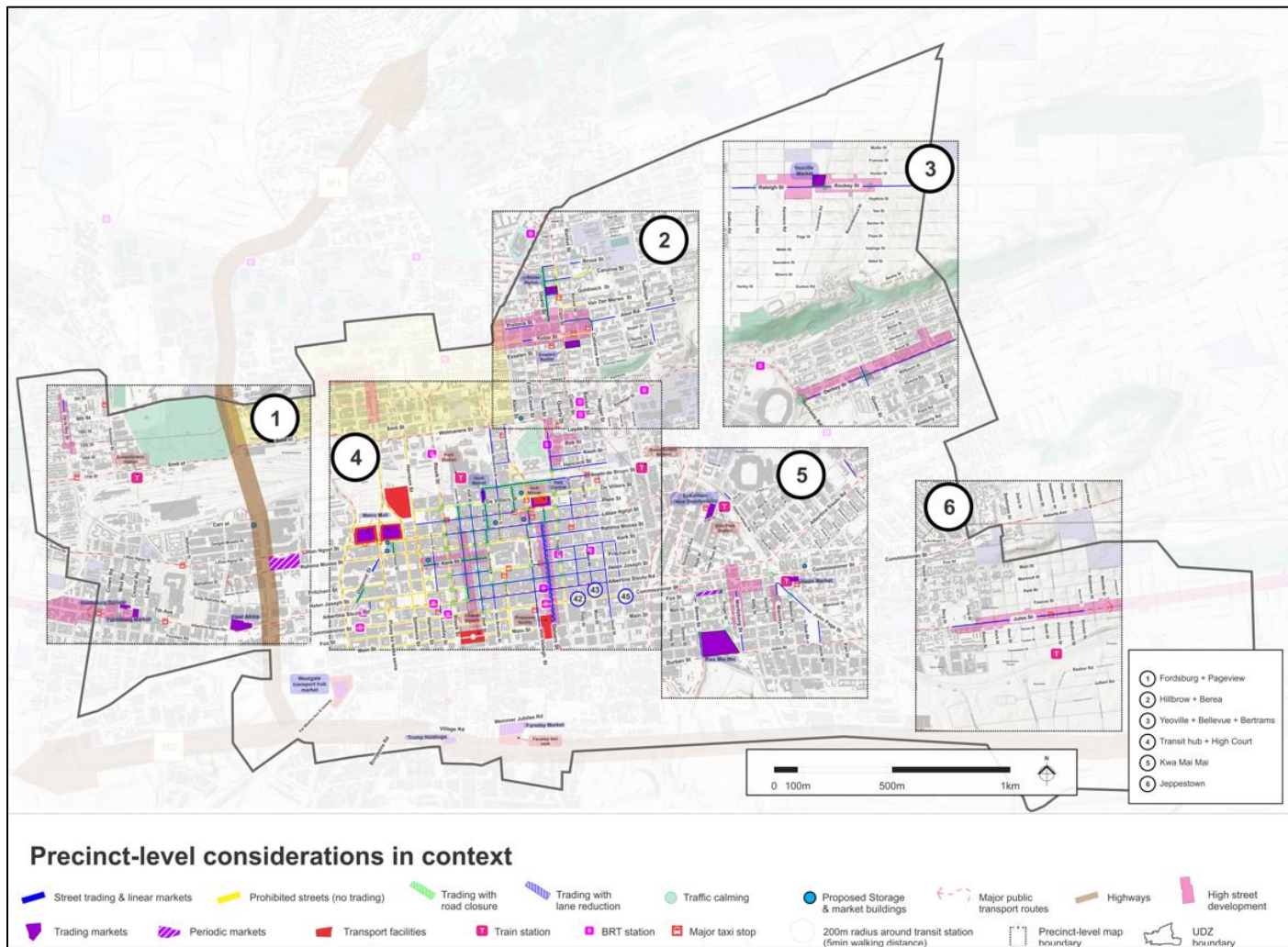
Property Description	Land Ownership	Current Zoning	Proposed Use
		-Retail, residential and pedestrian movement	<ul style="list-style-type: none"> Indoor micro-market with rotating stalls Informal trader training facility (on hygiene, finance, product display)
<p>200 Lilian Ngoyi, Johannesburg Central, Johannesburg</p> 	SHELMAR COURT CC	General Surrounded by: -Retail, residential and pedestrian movement	<ul style="list-style-type: none"> Formalised outdoor market spillover zone (covered stalls for consistency) Retail incubator space for informal traders transitioning to formal economy Cold storage lockers for perishables or beverages
<p>247 Lilian Ngoyi Street, Johannesburg</p> 	BREE STREET CORP PTY LTD	Business 1 Surrounded by: -Retail, residential and high pedestrian movement	<ul style="list-style-type: none"> Micro agro-market hub (segmented sections for fruits, vegetables, and snacks) Shared cold storage and prep station for food traders Street trading support office (permits, trader associations, compliance)
<p>61 Loveday Street, Johannesburg Central, Johannesburg</p> 	VIKING PONY PROP 269 PTY LTD	Business 1 Surrounded by: -Retail, residential and high pedestrian movement	<ul style="list-style-type: none"> Transit food court (semi-formalised street food zone with shelter and waste management) Dry & cold storage facilities for high-volume food traders Hygiene and cleaning facilities (for food safety compliance)
<p>17 Henry Nxumalo Street, Newtown</p>	AFRICAN CONTINENTAL REAL ESTATE PTY LTD	Industrial 1 Near the highway, taxi operations and the Market Theatre.	shisa nyama, kiosks, or stalls

Property Description	Land Ownership	Current Zoning	Proposed Use
			
<p data-bbox="108 443 395 472">90 Carr Street, Newtown</p> 	<p data-bbox="628 443 823 495">LION MATCH PROP TY LTD</p>	<p data-bbox="852 443 1075 792">Industrial 1 Surrounded by: High pedestrian movement. Near transport nodes like Metro Mall Taxi Rank & Mandela Bridge. transport (minibus taxis, Rea Vaya), cultural venues & public plazas</p>	<ul data-bbox="1104 443 1453 734" style="list-style-type: none"> ○ Repurpose into a safe, organised space for informal traders ○ Use ground floor for stalls: food, clothing, phone repairs, hair salons, etc. ○ Set up plug points, water taps, toilets, free Wi-Fi ○ Allow space for weekend markets and pop-up
<p data-bbox="108 815 517 844">56 Wanderes Street, Johannesburg</p> 	<p data-bbox="628 815 775 866">INDLUPLACE PROP LTD</p>	<p data-bbox="852 815 1075 1016">Business 1 Surrounded by high pedestrian traffic, street vendors, spaza shops, and transport</p>	<ul data-bbox="1104 815 1469 1077" style="list-style-type: none"> ○ Use building for indoor trading stalls: clothes, food, cosmetics, electronics, hair ○ Provide proper infrastructure: electricity, water, toilets, Wi-Fi, security ○ Set up lockable stalls or tables to keep stock safe overnight
<p data-bbox="108 1151 576 1180">329 Commissioner Street, Johannesburg</p> 	<p data-bbox="628 1151 746 1292">KATZEN BERNARD, KATZEN LORRAINE NATALIE</p>	<p data-bbox="852 1151 1075 1263">Commercial 2 Surrounded by: Moto spares and repairs</p>	<ul data-bbox="1104 1151 1485 1525" style="list-style-type: none"> ○ Indoor informal market space (food stalls, hair salons, tailors, etc.) ○ Recycling-friendly businesses (metal arts, repair stalls, scrap resale booths) ○ Shared infrastructure (toilets, storage lockers) ○ Business support desks (COJ informal trading unit) ○ Micro-warehousing or cold storage for informal food traders

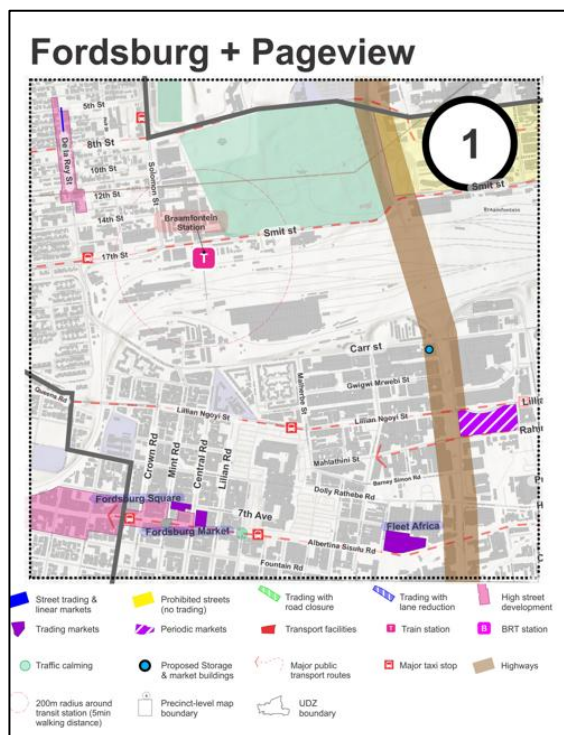
Property Description	Land Ownership	Current Zoning	Proposed Use
Corner Berea and Durban Street, City and Suburban 	CITY OF JOHANNESBURG	Industrial 1 Surrounded by: Intense food trading, Carwash business, photography and traditional hand crafts	<ul style="list-style-type: none"> Pop-up Covered Market: Host food vendors, crafts, and small stalls on busy days/evenings—utilising existing open space. Shared Kitchen and Food Stall Hub: Install a commercial kitchen where informal food traders prepare and sell snacks on-site. Install toilets, waste bins, cleaning stations for informal traders Flexible Event Venue: Use open industrial space for weekend cultural or artisan markets with temporary stalls.

4.2. Precinct-Level Considerations

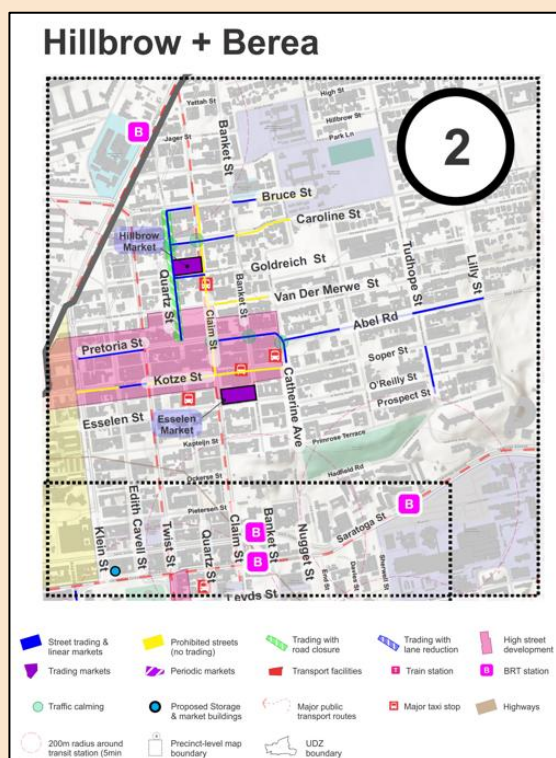
Map 7: Precinct-Level Considerations



The precinct-level considerations are outlined in detail below.

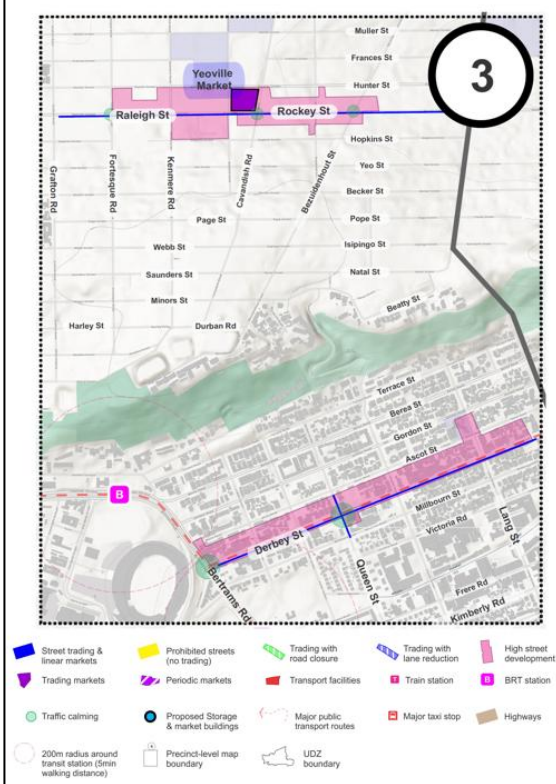


This precinct is structured around strong market-based activity nodes and strategic transport linkages, particularly anchored by the Fordsburg Market and Fordsburg Square. The map shows a concentration of formalised trading markets (purple) supported by linear street trading corridors (blue), particularly along key east-west routes such as Albertina Sisulu Road. The presence of periodic markets (purple) indicates temporal intensification of trading, likely linked to peak demand periods. The precinct benefits from proximity to Braamfontein Station and major taxi routes, reflected by the 200m pedestrian catchment radius. However, the spatial structure also highlights a need for better integration between transport infrastructure and trading activity. The highway corridor (brown) acts as both a connector and a barrier, fragmenting movement. The introduction of traffic calming and proposed storage/market facilities suggests an intention to formalise and support informal trade while improving pedestrian safety and logistics efficiency.



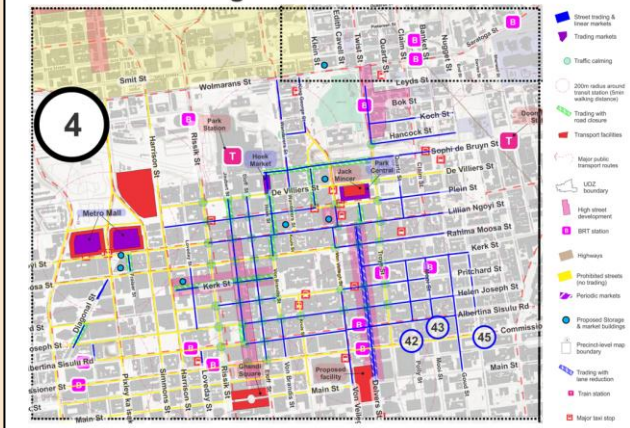
This precinct reflects one of the most intensified and complex trading environments, characterised by dense pedestrian flows and strong reliance on public transport. The trading system is structured around Hillbrow Market and Esselen Market, with linear trading corridors extending along Pretoria Street, Kotze Street, and Claim Street. These corridors are reinforced by lane reductions and road closures, indicating prioritisation of pedestrian movement over vehicular traffic. The area is highly accessible, with multiple BRT stations and taxi routes, making it a critical node in the broader inner-city trading network. The map also identifies prohibited streets (yellow), which are strategically placed to manage congestion and ensure emergency and service access. The inclusion of proposed storage and market buildings indicates an intervention to address operational inefficiencies such as lack of storage and poor trader infrastructure. Overall, this precinct demonstrates a deliberate shift toward managed densification of informal trade, balancing economic activity with spatial control and mobility management.

Yeoville + Bellevue + Bertrams



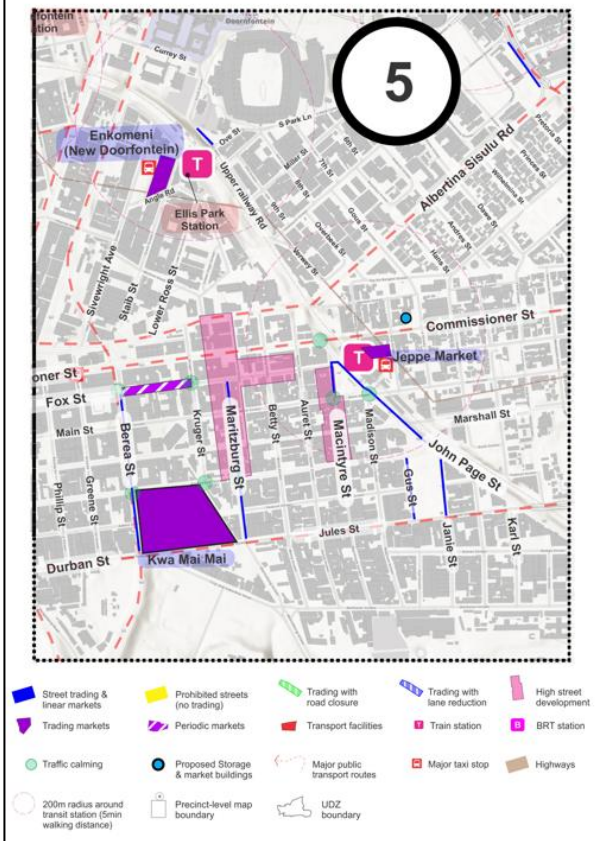
This precinct is more linear and corridor-based, with trading activity concentrated along Raleigh Street and Rocky Street, forming a continuous east-west economic spine. The Yeoville Market acts as the primary anchor, with surrounding areas showing lower trading intensity compared to other precincts. The presence of high street development (pink) along the main corridor indicates a hybrid environment where formal and informal economic activities coexist. The southern portion of the precinct, near Bertrams, shows emerging trading activity along Derby Street, supported by proximity to transport nodes such as the BRT system. The spatial structure suggests a strategy of targeted corridor activation rather than area-wide saturation, allowing for controlled expansion of trading while maintaining residential stability in surrounding neighbourhoods. The integration of transport and trading is evident but less dense, indicating potential for future intensification.

Transit hub + High Court



This is the core economic and mobility hub of the study area, characterised by the highest concentration of trading activity, transport infrastructure, and pedestrian movement. The grid-based street network is heavily utilised, with extensive linear trading corridors (blue) intersecting across multiple streets, particularly around De Villiers Street, Kerk Street, and Joubert Street. Major anchors include Park Station, Metro Mall, Gandhi Square, and the High Court, all of which generate significant foot traffic. The map shows a high level of traffic management interventions, including road closures, lane reductions, and pedestrian prioritisation, reflecting the need to manage congestion in a highly contested space. The presence of multiple proposed storage and market facilities indicates a strategic effort to formalise and support trading operations. The precinct also includes prohibited streets, ensuring that critical movement routes remain functional. This area represents a fully integrated trading ecosystem, where transport, commerce, and public space are tightly interlinked.

Kwa Mai Mai

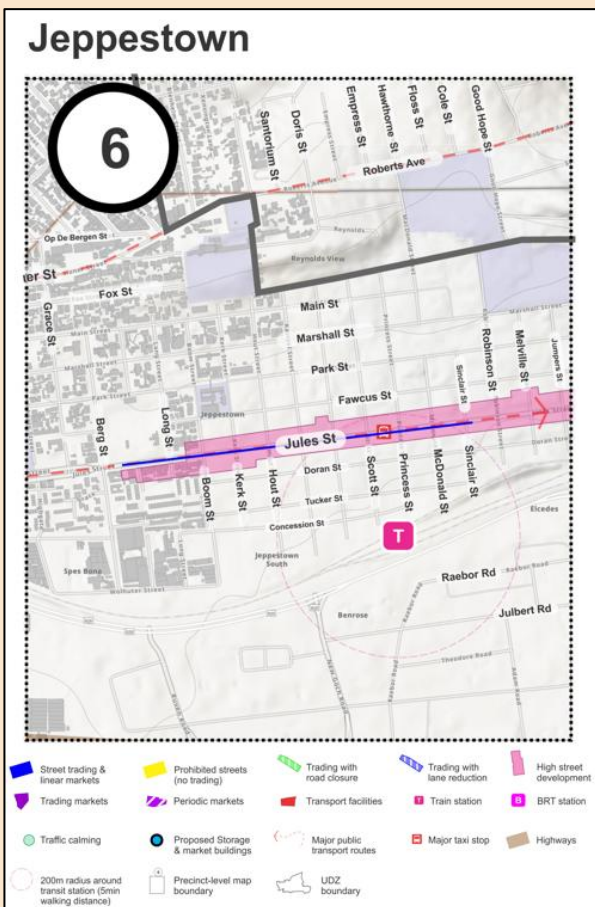


Kwa Mai Mai is a specialised trading precinct, with a strong cultural and economic identity linked to traditional medicine and niche markets. The map shows a centralised trading market (purple) with surrounding linear trading extensions, particularly along Berea Street and Commissioner Street.

The precinct is well connected to Ellis Park Station and major taxi routes, enhancing accessibility. However, compared to other precincts, the trading pattern is more contained and less dispersed, indicating a focused economic cluster rather than widespread street trading.

The inclusion of periodic markets and proposed infrastructure suggests opportunities for expansion and improved functionality. Traffic calming measures indicate an intention to enhance pedestrian experience while maintaining accessibility. This precinct functions as a destination-based market, rather than a transit-driven trading environment.

Jeppiestown



Jeppiestown is characterised by a single dominant trading corridor along Jules Street, which serves as the primary economic spine of the precinct. The map indicates linear street trading (blue) supported by high street development (pink), suggesting a structured and formalising environment.

The precinct is less dense in trading activity compared to others, with fewer market nodes and limited spatial spread. However, its proximity to transport infrastructure, including nearby train stations and major routes, provides a foundation for potential growth.

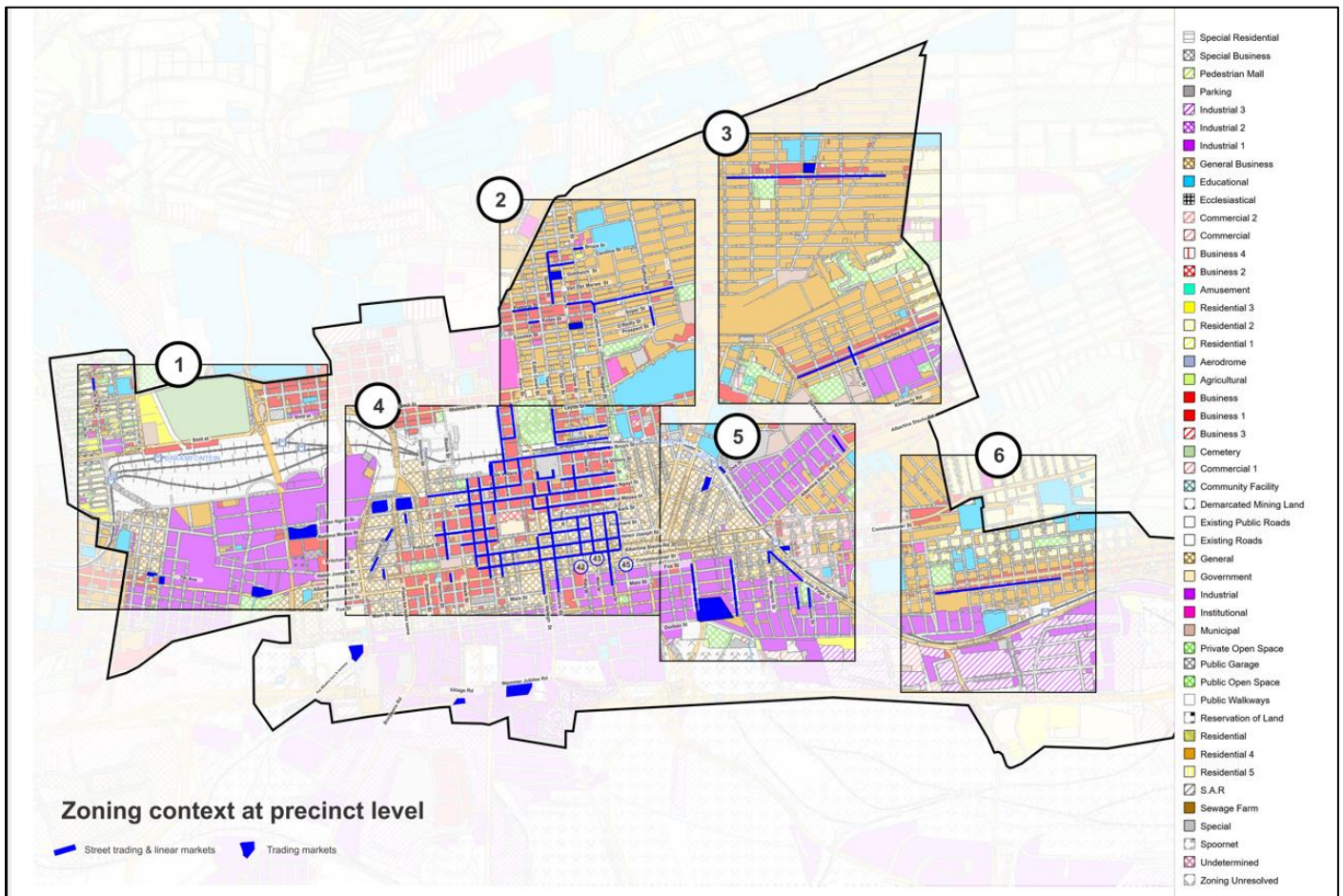
The spatial strategy here appears to focus on incremental development and corridor strengthening, rather than large-scale intervention. The relatively lower intensity of trading allows for better integration with surrounding residential and industrial land uses, positioning Jeppiestown as a transitional precinct within the broader inner-city system.

Table 16:

4.2.1. Zoning Context at Precinct-Level

The zoning map illustrates the underlying land use framework that supports and constrains trading activity across all precincts. There is a clear dominance of Business, Commercial, and Mixed-Use zoning within the core areas, which aligns with the high intensity of trading observed. Peripheral precincts such as Yeoville, Berea, and Jeppestown show a stronger presence of Residential zoning, explaining the more controlled and corridor-based trading patterns. The presence of industrial and institutional zones, particularly in areas like Jeppestown and City & Suburban, introduces additional complexity, requiring careful integration of trading activities. Public open spaces, transport infrastructure, and municipal land holdings play a critical role in shaping opportunities for market development and trader relocation. The zoning context confirms that the trading plan is largely aligned with existing land use rights but also highlights areas where policy flexibility or rezoning may be required to fully realise the proposed interventions.

Map 8: Zoning Context at Precinct-Level



4.3. Walkable Network

The Walkable Network was conceptualised by the JICP Inner City Think Tank in February 2020. The Think Tank is made up of representatives including but not limited to ABSA, Anglo American, Citiq, CoJ, FNB, Gauteng Province, Harambee, Ithemba, Divercity, JICP, JPOMA, South Point, Standard Bank, Transnet, TUHF and UJ. Following two stakeholder workshops, the streets to form the network were agreed upon.

Selection Criteria and Phasing

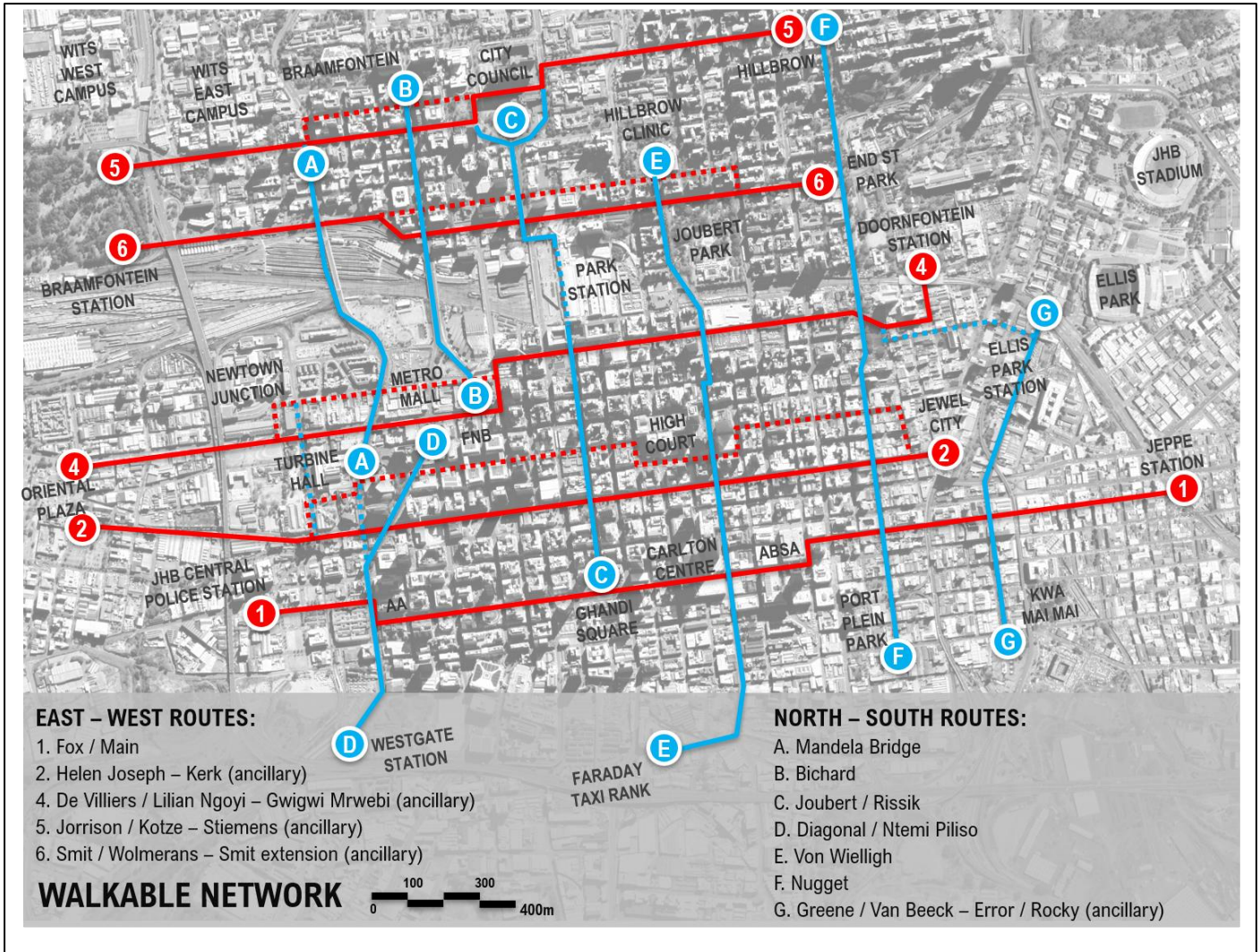
Walkable Network routes were selected by stakeholders in workshops in March and July 2020 based on a set of criteria:

- Protection of key mobility routes
- Optimizing pedestrian flows between key Inner-City origins and destinations
- Alignment to public transport facilities and routes

- Linkages to public & private projects and key places of interest

A Pilot route was selected by stakeholders to initiate the project, covering Main and Fox Streets (East/West) and Joubert and Rissik Streets (North/South).

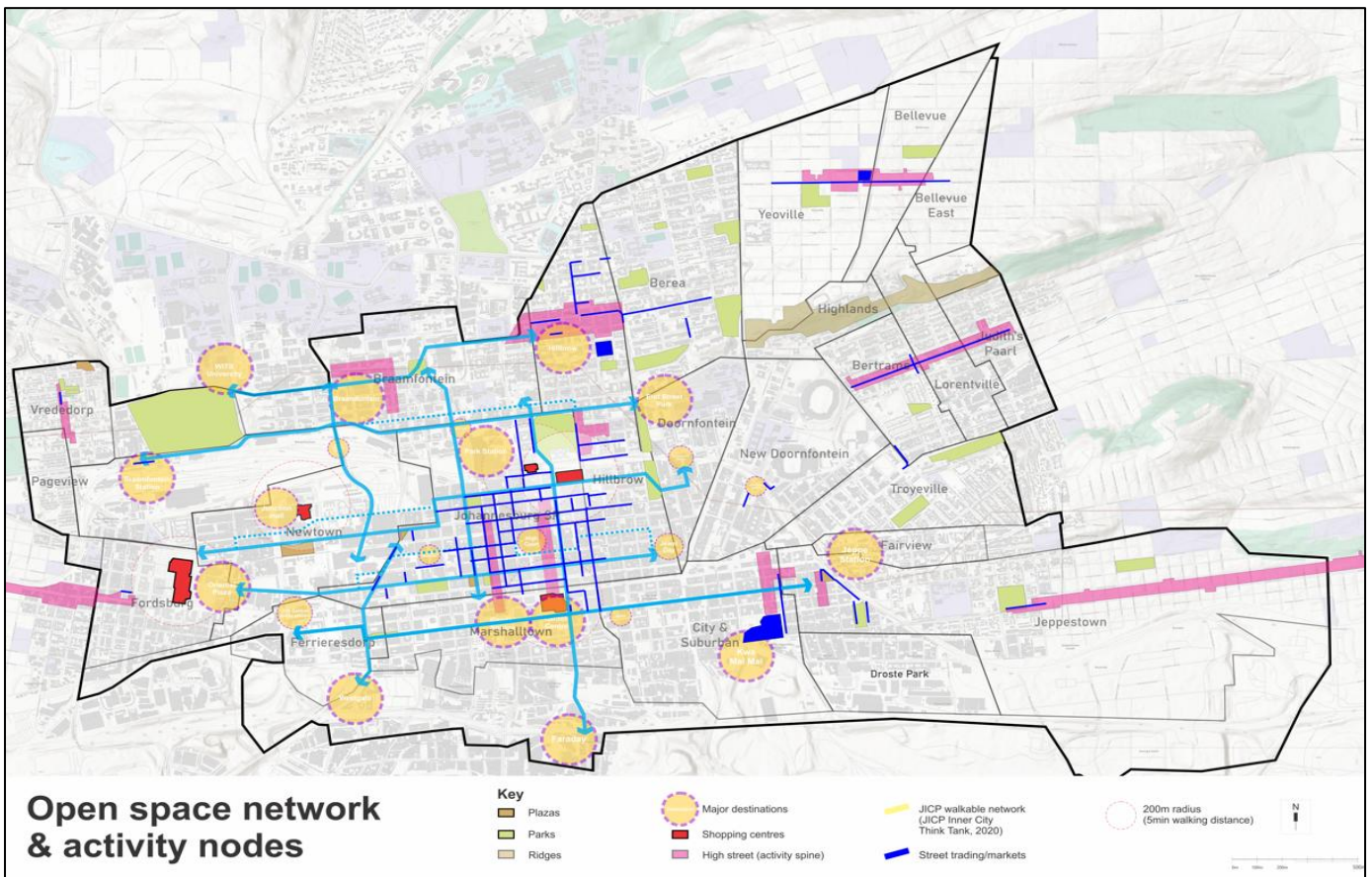
Picture 4: Walkable Network



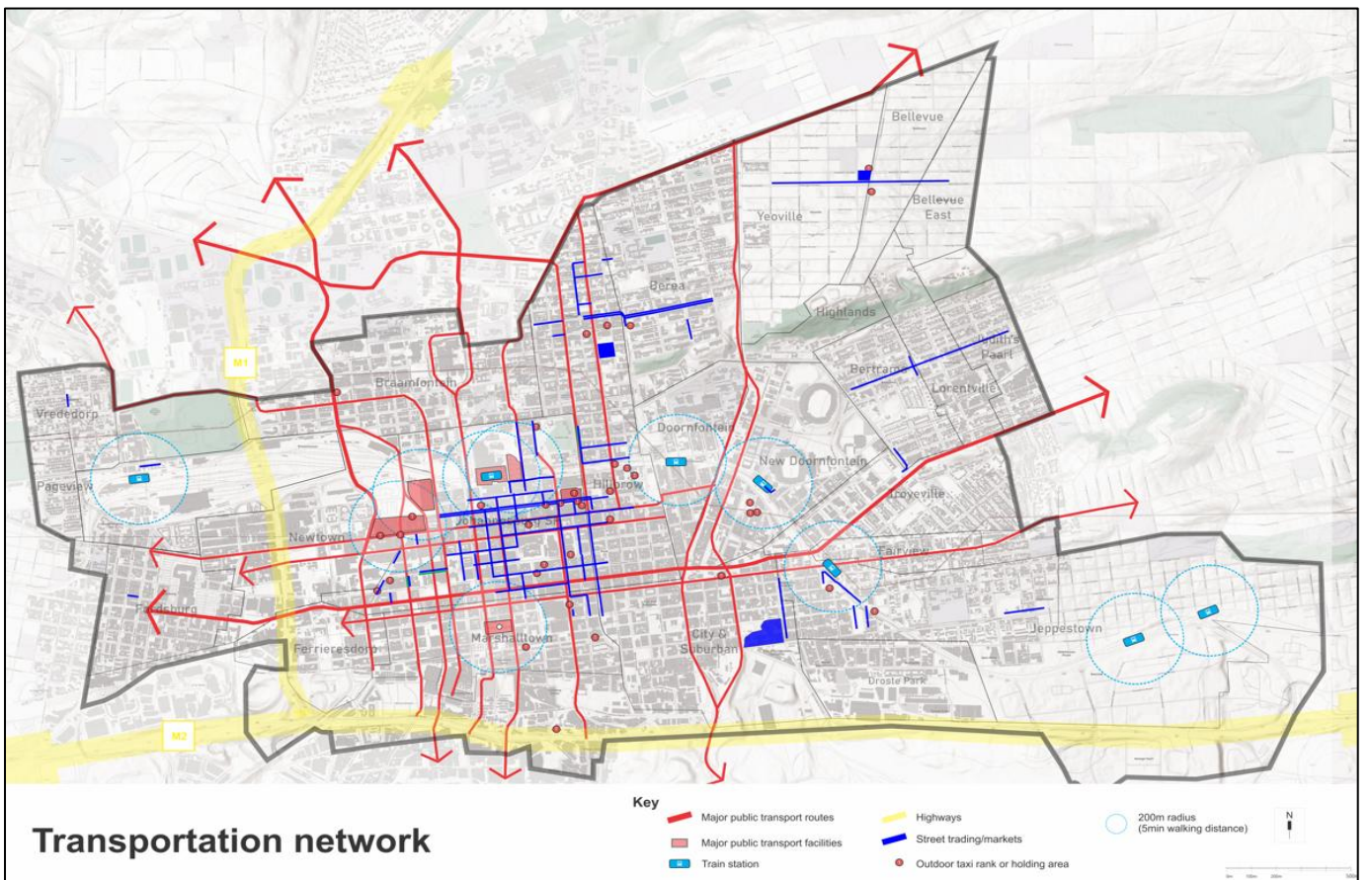
4.4. Activity Nodes, Open Space and Transport Network

Part of the process in preparation of informal trading plan requires an understanding of the nature of environment, space network and activity nodes. This allows for recognition of activities and environmental features that may directly or indirectly impact the informal trading space. It is no secret that informal trading emerges where there is movement traffic, being both pedestrian and in some cases motorists. Hence the intense level of informal trading in areas that consist of high movement traffic. Proposals for the informal trading spaces follows where there is movement traffic. In cases where there is little to no movement traffic, strategical actions are proposed to grow the area and create user-friendly and safe informal trading and markets where possible.

Map 9: Open Space Network and Activity Nodes



Map 10: Transportation Network



4.5. Urban Design Objectives

The process of setting urban design objectives serves not only to clarify the verbal content of stakeholder dialogues but to also translate these discussions into spatial possibilities. The act of articulating objectives became more than just a conceptual exercise; it was an opportunity to explore the physical and design implications of the ideas, concerns, and aspirations embedded in stakeholder discourse. Through this process, the aim was to uncover the underlying spatial logic of the conversations, recognising that policy statements and stakeholder assertions inherently suggest configurations of space, movement, materiality, and interaction.

The objectives are presented alongside open-ended, loosely related sketches. The attempt was not to predefine a system for this translation but instead worked iteratively and reflexively, moving between textual articulation and graphic expression. In doing so, it resulted in a “pattern language” to surface organically—a term borrowed from Christopher Alexander (1978), referring to a cohesive set of spatial principles that embody the recurring patterns of successful urban and architectural interventions. The purpose was not merely about listing objectives but about beginning to develop a spatial vocabulary for the site, one that reflects the diverse, and at times conflicting, needs of its users. The result is a set of urban design objectives that not only articulate policy ambitions and stakeholder perspectives but also serve as the foundation for future design investigations and spatial modelling. Through this, we move closer to a vision of communicative urbanism, where the spatial structure of the city is shaped through deliberation, negotiation, and shared understanding rather than imposed prescriptions.

The objectives that will result in fulfilling the vision are as follows:

<p>Objective 1: Expand designated trading areas while ensuring they are clearly demarcated and well-integrated into the urban environment.</p>	
<p>Objective 2: Restrict informal trading to approved locations such as markets, linear markets, and designated streets.</p>	
<p>Objective 3: Ensure trading areas support pedestrian movement and do not obstruct walkways or business access.</p>	
<p>Objective 4: Balance the needs of all stakeholders, including traders, residents, businesses, and transport providers.</p>	
<p>Objective 5: Improve the urban environment by reducing congestion, maintaining cleanliness, and promoting safety in trading areas.</p>	
<p>Objective 6: Develop a trader support system that includes improved access to water, sanitation, waste removal, and storage facilities.</p>	
<p>Objective 7: Locate trading zones near major transport nodes to increase accessibility for traders and customers.</p>	
<p>Objective 8: Enhance the public realm with play spaces, event spaces, and public art to improve the experience of both traders and pedestrians.</p>	
<p>Objective 9: Separate pedestrian and vehicle movement to ensure safety and efficient mobility in trading zones.</p>	
<p>Objective 10: Ensure that all traders operate within the law and adhere to city regulations regarding trading locations, stall design, and permit conditions</p>	
<p>Incorporated Stakeholder Objectives</p>	
<p>Objective 11: These objectives were initially raised by stakeholders and were incorporated into the City's Promulgation of trading Areas, meaning they Allow for natural market conditions by ensuring traders are</p>	

located where pedestrian traffic supports economic activity. (CUBES, SERI, FDI, OPH)

Objective 12: Improve infrastructure for traders by providing access to sanitation, waste removal, and secure storage facilities. (CUBES, SERI, OPH, SAID, SWID/CID, FDI)

Objective 13: Integrate trading spaces into mixed-use urban environments to promote commercial diversity while maintaining order. (CUBES, SERI, OPH, FDI, SAID, JHBL)

Objective 14: Protect pedestrian access and business visibility by ensuring that stalls do not block entrances or dominate sidewalks. (JHBL, OPH, CID Forum, SWID/CID, FDI)

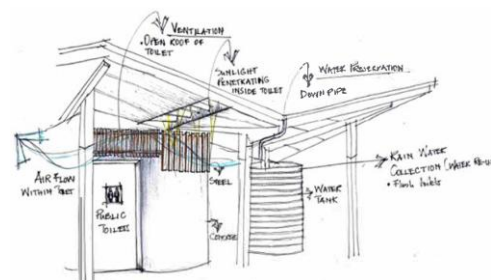
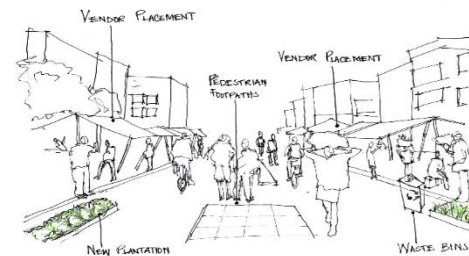
Objective 15: Locate trading areas in high-footfall zones where traders can thrive without needing to resort to illegal vending. (CUBES, SERI, OPH, SAID, FDI)

Objective 16: Balance the rights of informal traders with the interests of formal businesses through zoning and managed trading precincts. (CUBES, SERI, OPH, CID Forum, SWID/CID, JHBL)

Objective 17: Incorporate informal markets into major urban developments to create sustainable commercial hubs. (CUBES, OPH, SAID, CID Forum, FDI)

Objective 18: Recognize the diversity of informal traders and allow different types of trade (e.g., food, clothing, electronics) in spaces that suit their needs. (CUBES, OPH, FDI, SAID, SERI)

Objective 19: Enhance security in trading areas to protect traders and customers from crime and extortion. (Hoek Street City Property, OPH, SAID, CID Forum, SERI, FDI)



Objectives drawn from other COJ policies

Objective 20: Informal trading will be supported within managed linear and demarcated markets and will be integrated with transportation routes and movement plans for the inner city (IDP, 2023: 147; Inner City Transformation Roadmap: 31)

Objective 21: On-Street trading should be prohibited where: a minimum clear width of 1.5m cannot be provided; or if a minimum LOS C is not possible (Complete Streets Design Guidelines: 63; JICTMP, 2021: 76)

Objective 22: Stalls should seek to enhance the street amenities and local character (Complete Streets Design Guidelines: 66)

Objective 23: Trading stalls should minimize the use of space as much as possible to accommodate other street furniture like streetlights, bollards, benches, etc. (Complete Streets Design Guidelines: 66)

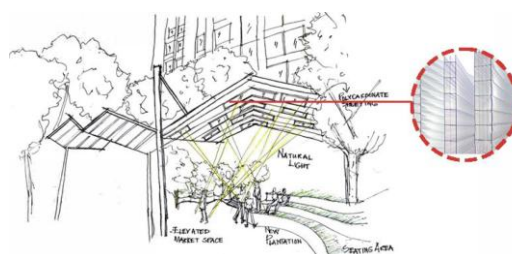
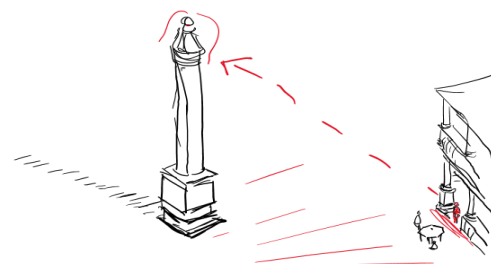
Objective 24: The minimum width of walkways on commercial streets must be at least 4m to provide sufficient space for private streetscape amenities, public utilities and to ensure a clear and safe path of travel (Complete Streets Design Guidelines: 49)

Objective 25: On-street trading locations are preferred where a LOS C or higher is obtained and where pedestrian densities are low (Complete Streets Design Guidelines: 64)

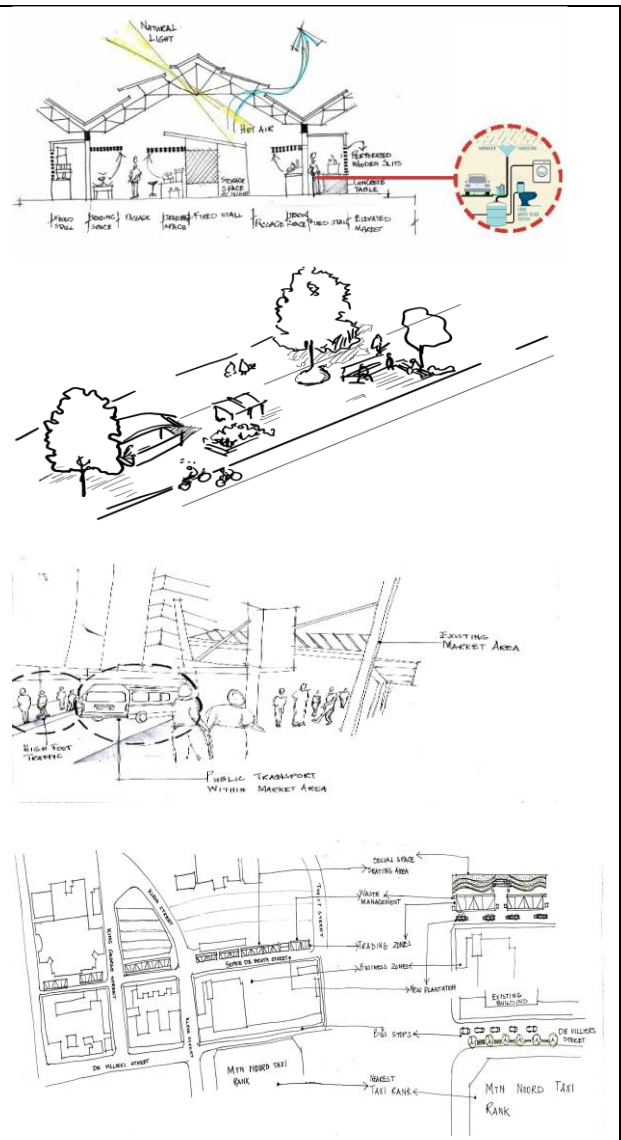
Objective 26: Wherever trading stalls are introduced, proper plans should be in place for waste management, pollution control and control of rodents (Complete Streets Design Guidelines: 66)

Objective 27: Pedestrian malls (in CID areas) should maintain 2.5m – 3m clear width (JICTMP, 2021: 74). Streets closed for all vehicular traffic, except for local delivery, refuse collection and local access (Complete Streets Design Guidelines: 61)

Objective 28: On-street stalls should not be placed in such a way that they become hazardous to pedestrians and cyclists. They should not protrude to bicycle and traffic lanes (Complete Streets Design Guidelines: 66)



<p>Objective 29: On-street stalls should be placed along the sidewalk at equal spacing. Sufficient spacing of approximately 5m must be provided between on-street trading facilities to provide effective circulation and increased effective walkway width (Complete Streets Design Guidelines: 66)</p>
<p>Objective 30: Care should be taken that trading zones areas are still attractive for walking and should not be placed in an disorderly way (Complete Streets Design Guidelines: 66)</p>
<p>Objective 31: In areas with high informal trading need frequent waste management, after-hours services as well as increased use of underground bins (JICTMP, 2021: 171)</p>
<p>Objective 32: In CID areas, CID plans should regulate trading in accordance with complete street guidelines (JICTMP, 2021: 74)</p>
<p>Objective 33: Public Transport & NMT Routes should maintain 2.5m – 3m clear width (JICTMP, 2021: 74)</p>
<p>Objective 34: Semi-Pedestrianised Street should maintain 2.5m – 3m clear width (JICTMP, 2021: 74)</p>
<p>Objective 35: On high streets (vibrant streets), street trading should be prohibited (JICTMP, 2021: 111)</p>
<p>Objective 36: Class 5 (residential collectors/residential streets) require a pedestrian walkway (excluding the stall) with a minimum width of 1.5m. Traffic calming measures should be introduced next to trading areas (Complete Streets Design Guidelines: 61)</p>
<p>Objective 37: Underpass/Overpasses are not desirable. However, should there be a need to provide on street trading, care should be taken that proper lighting is provided especially within underpasses – applicable to Kwa-Mai Mai (Complete Streets Design Guidelines: 62)</p>
<p>Objective 38: Class 3 (district distributor) require a pedestrian walkway (excluding the stall) with a minimum width of 2m (Complete Streets Design Guidelines: 61)</p>
<p>Objective 39: Class 4 (activity streets/local distributor) require a pedestrian walkway (excluding the stall) with a minimum width of 1.5m (Complete Streets Design Guidelines: 61)</p>



4.6. Preferred and Strategic Locations for Informal Trading

Informal traders have identified several preferred locations for relocation, primarily based on proximity to transport nodes and high pedestrian foot traffic. These include:

- Bree Taxi Rank
- MTN Taxi Rank
- Wanderers Street
- Park Station

These locations offer multiple strategic advantages:

- High foot traffic conducive to trader business viability.
- Accessibility for both commuters and informal traders.
- Strategic connectivity to important commercial corridors, supporting integrated economic activity.

4.6.1. Proposed Trading Areas

In response to the traders preferred locations, the proposals for the four precincts are outlined in detail and illustrated in **Annexure 2**. In response to the high pedestrian volumes observed in the Inner-City, and to improve pedestrian safety, the implementation of raised intersections is also recommended within the study area. These interventions aim to slow down vehicle speeds, improve visibility, and prioritise pedestrian movement at key crossing points.

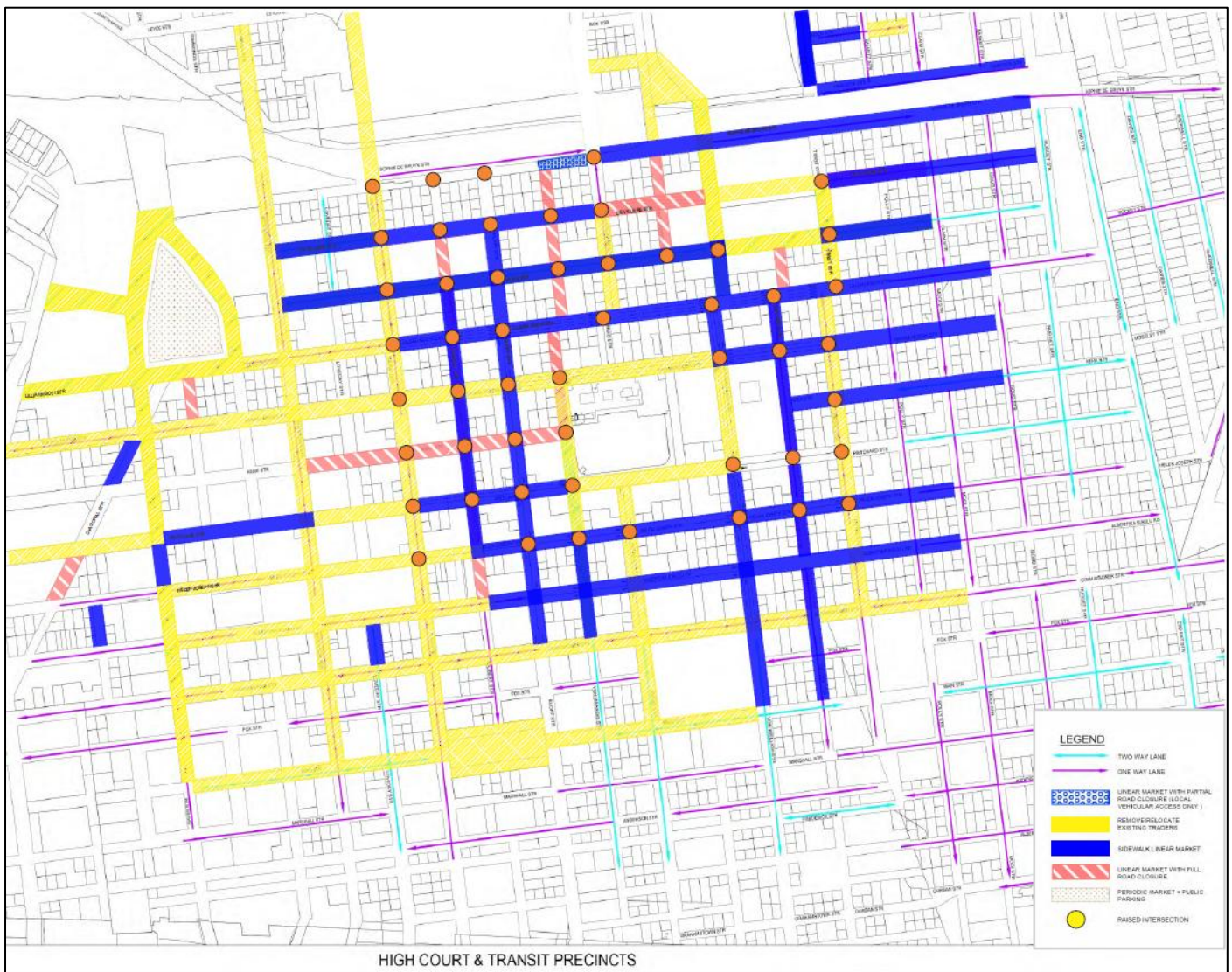
4.6.2. High Court and Transport Precincts Proposals

Map 9 represents the most intensively structured and regulated trading environment within the Inner-City. This area is characterised by high pedestrian volumes, significant transport activity, and the presence of key institutional functions, necessitating a more controlled spatial distribution. The dense grid of blue trading streets reflects an effort to organise existing high levels of informal trading into a coherent and manageable system. By structuring trading into a defined network, the plan enhances predictability, improves circulation, and facilitates more effective management and enforcement.

Prohibited streets, shown in yellow, play a critical role in maintaining the functionality of major transport routes. These streets are essential for vehicular movement, public transport operations, and emergency access, and their exclusion from trading ensures that these functions are not compromised. The introduction of full road closure markets, indicated by red zones, represents a strategic shift towards formalised, pedestrian-dominated trading environments. These spaces are designed to accommodate high concentrations of traders in a safe and organised manner, reducing pressure on surrounding streets.

Raised intersections and key nodes further enhance pedestrian safety and support the integration of trading with movement systems. Map 9 further reflects a high-control, high-capacity trading environment, where spatial order and functionality are prioritised alongside economic activity.

Map 11: High Court and Transport Precincts



4.6.2.1. Joubert Street (between Plein and Rahima Street)

Joubert Street sees a consistently high volume of pedestrian activity, which has naturally attracted informal traders who take advantage of the heavy foot traffic. Currently, the street operates as a one-way southbound road with a single lane for traffic and on-street parking along the eastern side. Informal trading takes place on both sidewalks, often leading to overcrowding, particularly on the western sidewalk measuring approximately 5 metres in width, which is wider compared to the eastern side.

The proposal recommends removing the on-street parking along the eastern side. This will allow the sidewalk to be widened significantly, providing a more comfortable route for pedestrian use only. Traders currently operating on the eastern sidewalk will be relocated to the western sidewalk designed to accommodate both traders and pedestrians.

4.6.2.2. Joubert Street (between Rahima and Helen Joseph Street)

Similar to the above section, this part of Joubert Street also experiences high pedestrian volumes and a strong presence of informal traders operating along both sidewalks. The key difference in this section of the road lies in the eastern sidewalk now being approximately 5 metres wide, while the western sidewalk becomes narrower. The road itself remains a one-way southbound route, with a single traffic lane and on-street parking on the western side.

The proposal recommends removing on-street parking along the western side to allow for the sidewalk to be widened. This would create a more generous, well-structured space that supports pedestrian movement as well as accommodates trading activities. Traders currently operating on the eastern sidewalk would be relocated to the western sidewalk, leaving the eastern sidewalk for pedestrian use only.

4.6.2.3. Von Brandis Street (between Lilian Ngoyi and Rahima Moosa Street)

This section of the street already experiences high pedestrian activity and functions informally as a shared space between vehicles and pedestrians. It is therefore recommended that the street be formalised through the introduction of linear markets, with provisions made to accommodate both existing and relocated traders. Additionally, raised intersections should be considered at the key access point to improve safety and support the transition into the market area.

4.6.2.4. Von Brandis Street (between Rahima Moosa and Kerk Street)

Similar to the previous section, this future pedestrian-friendly street also experiences high pedestrian volumes and connects directly to Kerk Street, a fully pedestrianised corridor. It is recommended that this section be developed into a sidewalk linear market. To support this, on-street parking should be removed and sidewalks widened to provide sufficient space for both pedestrian movement and trading activities. The upgraded section will accommodate both existing and relocated traders.

4.6.2.5. Delvers Street (between Lilian Ngoyi and Rahima Moosa Street)

Delvers Street is already home to a large number of informal traders, especially along the sidewalks. The high pedestrian volumes are largely due to its direct connection to MTN Noord Taxi Rank, making it a strategic location for semi-pedestrianisation. Currently, the street accommodates two lanes of southbound traffic and some on-street parking. The proposal recommends reducing this to a single vehicle lane and reclaiming the remaining space for a shared pedestrian and trading environment.

4.6.2.6. Delvers Street (between Rahima Moosa and Commissioner Street)

Delvers Street currently hosts a high concentration of informal traders, particularly along its sidewalks. At present, this section of the street accommodates a single southbound traffic lane with on-street parking on both sides. The western sidewalk is approximately 5m wide, while the eastern sidewalk is significantly narrower.

The proposal recommends removing the western on-street parking to allow for the expansion of the sidewalk, creating a shared space for both pedestrians and traders. Traders currently operating on the narrower eastern sidewalk are proposed to be relocated to the newly formalised sidewalk linear market on the western side. The eastern sidewalk would then be reserved exclusively for pedestrian movement, as it fronts retail stores and currently presents conflicts between foot traffic and trading activity.

4.6.3. Transit Precinct Proposals

4.6.3.1. Plein Street (Between Harrison and Klein Street / Twist and Claim Street)

These sections of the road function as two-way streets, with traffic flowing in both directions and formal on-street parking provided along the northern edge. However, vehicles are frequently observed parked illegally along the southern side, further reducing available road space. Both sidewalks are heavily occupied by informal traders, leaving little to no room for pedestrians to move safely and freely. Given the road's proximity to the MTN Noord Taxi Rank, the area experiences consistently high volumes of both pedestrian and vehicular traffic, resulting in severe congestion. In many cases, pedestrians are forced to walk on the road to navigate through the area, putting their safety at risk and increasing conflicts with vehicles.

To address these challenges and improve safety and accessibility, the proposal recommends relocating informal traders to nearby designated trading areas. This approach ensures that traders can continue to benefit from pedestrian foot traffic, while freeing up sidewalk space for safe pedestrian use and reducing pressure on the roadway. The aim is to create a more balanced and functional street environment that supports both mobility and informal economic activity without compromising safety or circulation.

4.6.3.2. Plein Street (Between Klein and Twist Street)

This section of the road operates as a one-way westbound route, with no formal on-street parking provided. The southern sidewalk is heavily occupied by informal traders, resulting in little to no space for safe pedestrian movement. The area experiences high volumes of both vehicular and pedestrian traffic, intensified by its proximity to the MTN Noord Taxi Rank (the taxi rank is characterised co-shared informal trading spaces), which serves as a major access point for commuters. These conditions create significant congestion and unsafe interactions between road users. Pedestrians are often left with no choice but to walk in the roadway, putting themselves at risk and further disrupting traffic flow.

To address these issues and improve both safety and accessibility, the proposal aligns with recommendations made in Section 4.5.3.1 - relocating informal traders to nearby designated trading zones. This would allow them to continue operating in a structured and safe environment while freeing up the sidewalks for exclusive pedestrian use, ultimately improving the overall functionality and safety of the street.

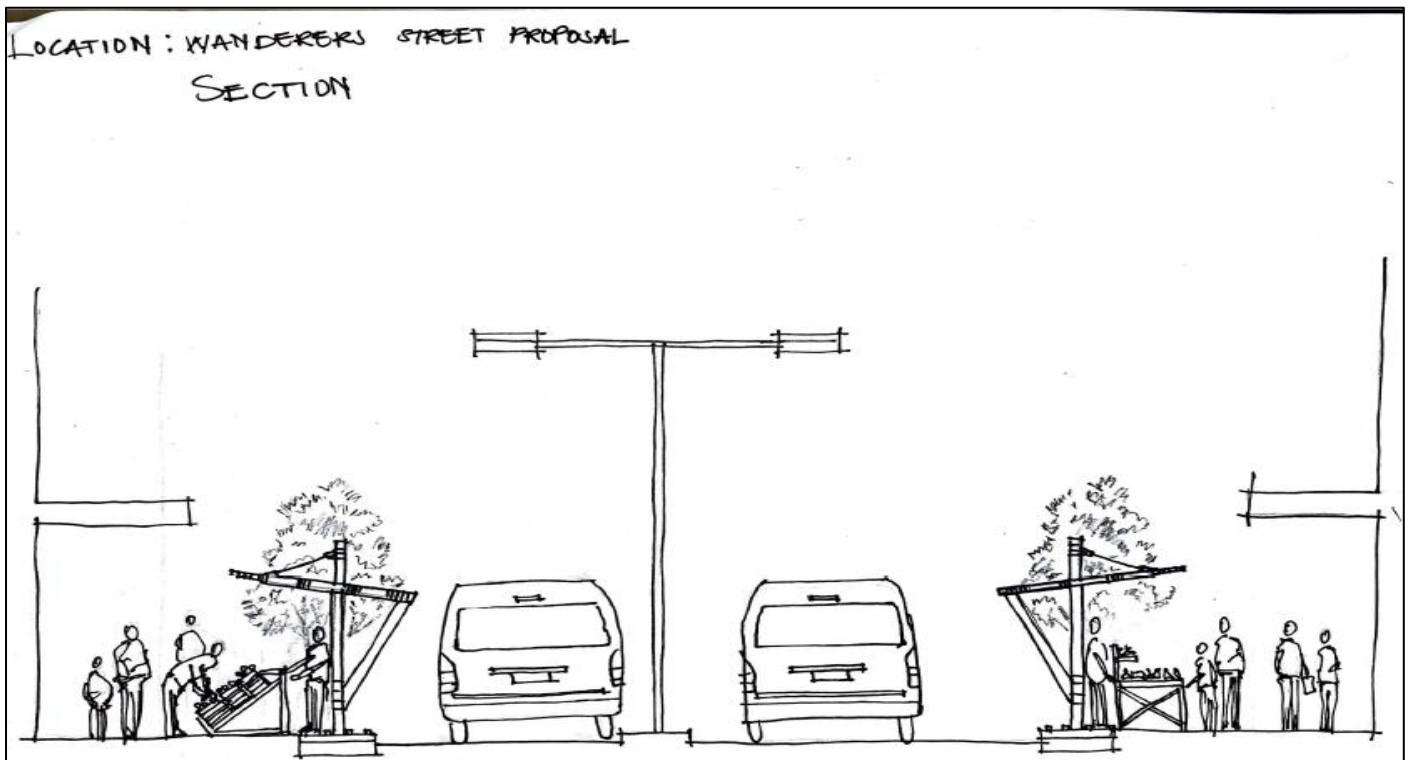
4.6.3.3. Wanderers Street (between Sophie De Bruyn and Bok Street)

This section of the road functions as a one-way northbound route, with no formal on-street parking; however, illegal parking is commonly observed along the western edge. The road also serves as a key access point for both entering and exiting vehicles linked to the Wanderers Taxi Rank, located on the western side. The sidewalks, particularly on the western side, are heavily occupied by informal traders, with additional trading activity observed on the eastern sidewalk. This leaves minimal space for pedestrians to walk safely, especially during peak periods when the area experiences high volumes of foot and vehicle traffic. The combination of illegal parking, taxi movements, and informal trading contributes to severe congestion. As a result, pedestrians are often forced to walk in the roadway to navigate through the area, exposing themselves to safety risks and further impeding traffic flow.

To address these issues and improve overall safety and accessibility, the proposal recommends relocating informal traders to nearby designated trading zones. This would allow trading to continue in a structured and secure environment, while restoring the sidewalks for exclusive pedestrian use. The intervention aims to reduce

conflicts between pedestrians and vehicles, ease congestion, and improve the overall functionality of this critical transport and trading corridor.

Figure 14: Wanderes Street Sketch Proposal



4.6.3.4. Twist Street (between Plein and De Villiers Street)

This section of the road is a one-way road with traffic flowing northbound and on-street parking on both sides with accesses to both incoming and outgoing vehicles to and from the MTN Nord Taxi rank on the western side of the road. Sidewalk along the eastern side see the presence of informal traders as well as some on the western sidewalk, leaving little space for pedestrian to walk safely. With high volumes of both vehicles and pedestrians already passing through the area and the road having an access point to the MTN Noord taxi rank this section of the road experiences severe congestion. The overcrowded sidewalks, largely occupied by informal traders, leave pedestrians with little choice but to walk in the roadway, exposing them to safety risks and worsening traffic conditions. To address these challenges, the proposal recommends relocating informal traders to nearby designated trading zones. This will ensure they can continue operating within a more organised and secure environment, while allowing the sidewalks to be fully restored for pedestrian use only. The intervention aims to create a safer, more accessible, and better-functioning urban space for all users.

4.6.4. Hillbrow Health Precinct Proposals

Map 11 presents a context sensitive approach to informal trading within a high-density residential and service-oriented environment. Unlike the CBD core, this precinct requires a more controlled and flexible strategy due to the presence of healthcare facilities and vulnerable populations.

Trading is selectively introduced along specific streets, as indicated by the blue linear market corridors. This targeted approach ensures that trading supports local economic activity without interfering with access to essential services. Streets that provide critical access to clinics and health facilities are either restricted or carefully managed to maintain clear movement paths.

The introduction of raised intersections, represented by orange nodes, serves as a traffic calming mechanism that prioritises pedestrian movement. These interventions enhance safety in an area characterised by high pedestrian volumes and limited road space.

Map 11 further reflects a reduced reliance on large-scale infrastructure interventions, instead favouring incremental upgrades such as improved sidewalks, designated trading bays, and basic services. This approach acknowledges the dynamic nature of Hillbrow's urban environment while ensuring that trading remains manageable and safe.

Overall, the rationale for this precinct is to create a balanced environment where informal trading coexists with critical social infrastructure, without compromising accessibility or public health.

4.6.4.1. Abel Road (between Catherine Avenue and Fife Avenue)

This section of the road functions as a two-way corridor, with a single lane in each direction and formal on-street parking provided along the southern edge. Sidewalks are present on both sides, with the northern sidewalk showing signs of a previous redesign, likely intended to improve walkability and pedestrian comfort. However, the northern side has since become heavily occupied by informal traders, creating a lively but unmanaged trading environment that limits pedestrian space and can contribute to congestion.

To address these conditions, the proposal recommends a formal upgrade and reconfiguration of the northern sidewalk to better accommodate informal trading. This would involve integrating clearly defined trading bays into the pedestrian zone, ensuring that traders can continue to operate while maintaining a safe and accessible route for pedestrians. The intervention seeks to balance the need for economic activity with the importance of pedestrian safety and mobility, ultimately creating a more structured, inclusive, and efficient streetscape.

4.6.4.2. Pretoria Street (between Claim Street and Catherine Avenue)

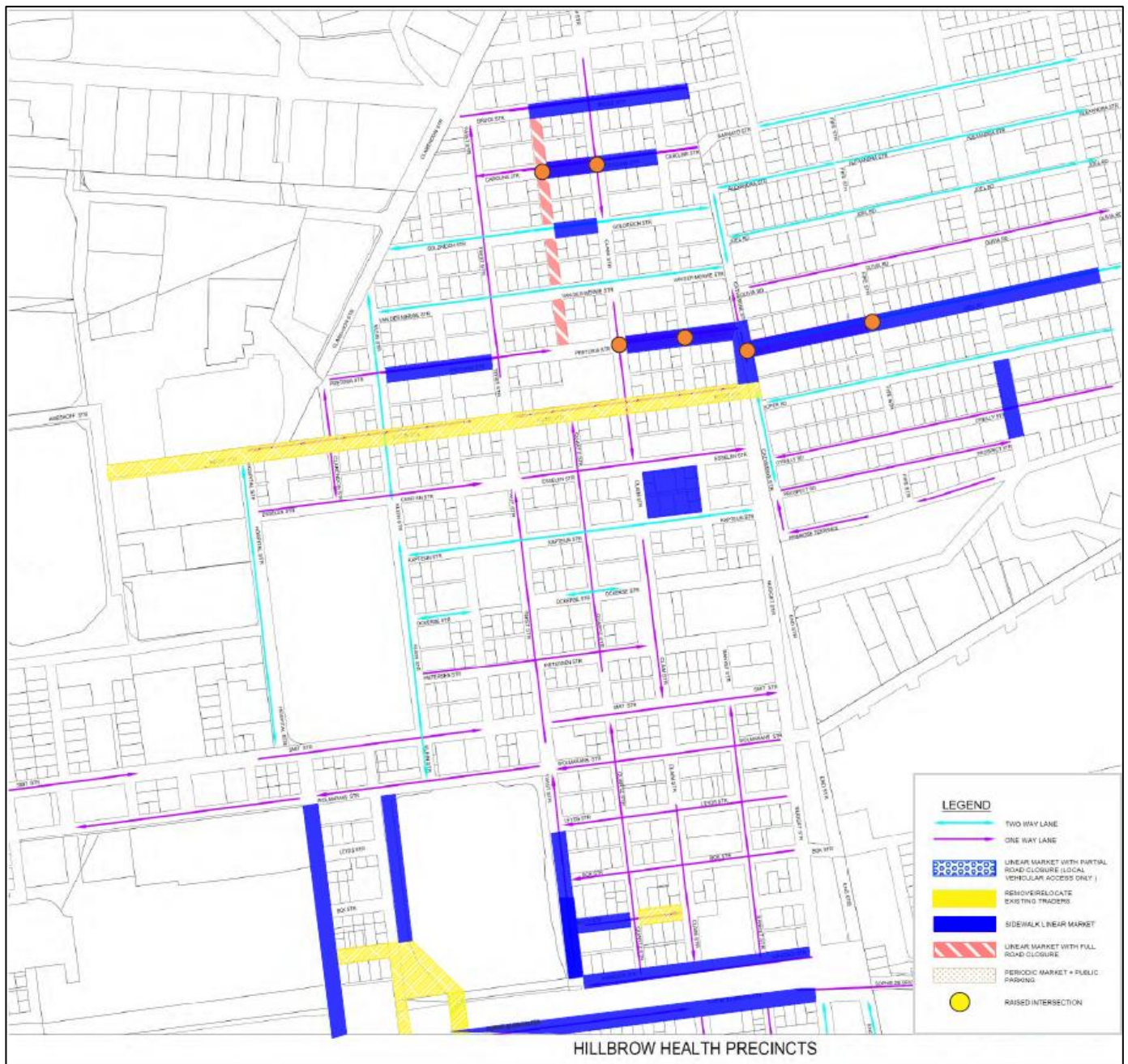
This section of the road functions as a one-way eastbound corridor, consisting of three traffic lanes and formal on-street parking on both the northern and southern sides, with sidewalks provided on either edge. However, the northern sidewalk has become severely congested due to the high presence of informal traders, significantly restricting pedestrian movement and raising safety concerns. In several instances, trading activity has spilled over into the on-street parking areas, leading to informal occupation of the road reserve by vehicles and causing disruptions to traffic flow and overall street functionality.

To address these challenges, it is proposed that on-street parking along the northern side be removed. The space reclaimed from parking would be used to widen the northern sidewalk, allowing for a more structured and inclusive layout that accommodates informal trading without compromising pedestrian safety or mobility. This intervention aims to strike a balance between supporting informal economic activity and ensuring safe, efficient use of the roadway by all users.

4.6.4.1. Caroline Street (between Quartz and Claim Street)

This section of the road functions as a one-way westbound route, with on-street parking currently provided on both the northern and southern sides. The northern sidewalk, however, is heavily congested due to a high concentration of informal traders, which significantly restricts pedestrian movement and raises serious safety concerns. The situation is particularly sensitive given the surrounding land use, which is predominantly residential, making safe and accessible pedestrian routes essential for the community.

To address these challenges, it is proposed that the on-street parking on the northern side be removed to allow for the widening of the sidewalk. This additional space would accommodate informal traders in a more organised manner, while restoring a clear and safe pedestrian pathway. The proposed intervention seeks to create a more functional, inclusive, and balanced public environment, one that supports local economic activity while prioritising pedestrian safety and accessibility in this residential precinct.



4.6.4.2. Kwa Mai Mai Precinct Proposals

Map 12 focuses on the preservation and enhancement of an established cultural and economic trading hub. Unlike other areas where trading is expanded or redistributed, this precinct prioritises the strengthening of an existing market system. Trading activity is concentrated around the Kwa Mai Mai market, with limited extensions into surrounding streets. This approach ensures that the market remains the primary focal point of economic activity, preventing the dilution of its role within the Inner-City. The selective introduction of additional trading streets enhances connectivity and accessibility, allowing for better movement of both traders and customers without overburdening the surrounding infrastructure.

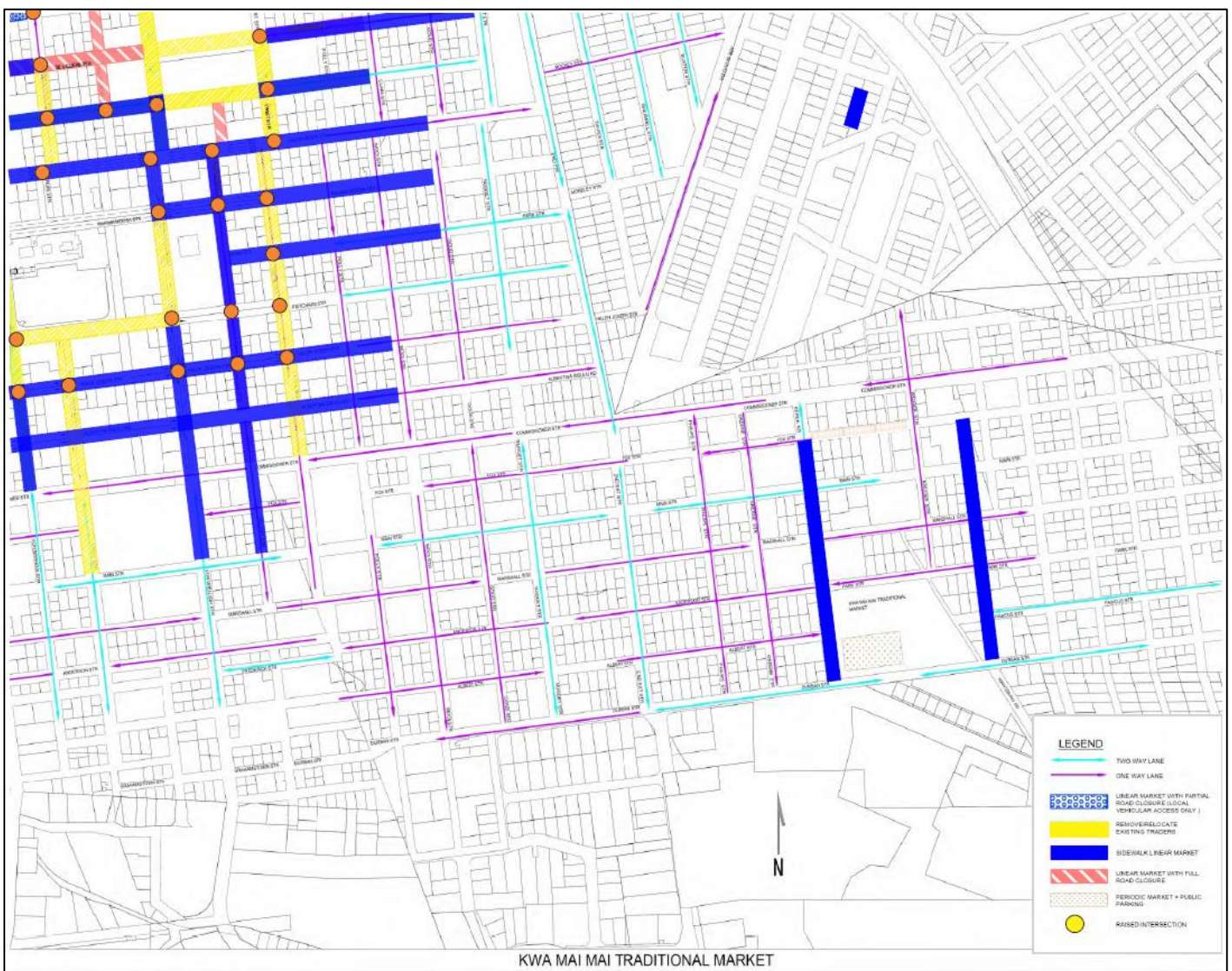
The spatial pattern avoids excessive expansion, recognising that the strength of Kwa Mai Mai lies in its concentrated and culturally significant trading environment. By reinforcing this identity, the plan supports both economic resilience and cultural continuity.

4.6.4.3. Berea Street

Berea Street is located near the popular Kwa Mai Mai market, is a busy and active corridor that experiences frequent congestion due to the high level of activity in the area. Kwa Mai Mai has become both a commercial and social destination, attracting large numbers of visitors daily, not only for shopping at the market but also as a popular hangout spot. This results in a constant flow of pedestrians, vehicles, and informal public transport operators all competing for limited space. The need for parking, as well as frequent drop-offs and pick-ups near the market and surrounding businesses, further adds to the strain on the road network.

Given these conditions, the introduction of additional on-street trading along Berea Street is not recommended, as it would intensify the already high levels of congestion and compromise both pedestrian safety and vehicle circulation. Instead, an underutilised and currently abandoned site to the east of Kwa Mai Mai has been identified as a more suitable alternative. The proposal recommends repurposing this space for formal public parking and hosting periodic markets or trading events. This solution responds to the area's growing demand for structured parking and trading opportunities while helping to reduce pressure on the main road and improve overall functionality of the precinct.

Map 13: Kwa Mai-Mai Traditional Market



4.6.5. Proposed New Trading Areas

Several streets have been proposed as new trading areas. The selected streets offer a number of advantages, including:

- **Safety:** These streets are not only safer sites but also benefit from better street lighting, and traffic management, making them more attractive for both traders and customers.
- **Good Condition:** The physical condition of these streets is favourable, with well-maintained walkways, adequate drainage, and functional infrastructure, contributing to an improved experience for both vendors and pedestrians.

A key challenge with these proposed areas is the low pedestrian volumes. While the streets are suitable in terms of safety and infrastructure, the current level of pedestrian activity may not be sufficient to support a bustling informal market without additional efforts to increase pedestrian traffic.

The following streets are recommended as potential new formalised informal trading zones:

Table 17: Pedestrian Traffic and Proposed Trading Areas

Streets highlighted as areas of high pedestrian foot traffic that encourage informal trade.	Streets and areas proposed as potential trading areas.
<ul style="list-style-type: none"> • Delters Streets • Kerk Streets • Helen Joseph Streets • Kruis Streets • Diagonal Streets • Simmonds Streets • Lilian Ngoyi Streets • Eloff Streets • Quartz Streets 	<ul style="list-style-type: none"> • Pritchard street • Goud street • Corner Helen Joseph and Goud Street

Picture 5: Proposed Trading Areas





Pritchard Street



Helen Joseph and Goud Street

4.6.6. Addressing Low Pedestrian Volumes

To address the issue of low pedestrian volumes, several strategies can be implemented to boost visibility and attract more visitors to these areas:

- **Signage and Wayfinding:** The city should invest in strategic signage to increase the visibility of the proposed trading areas. Clear, attractive wayfinding signs directing pedestrians to these streets would help raise awareness and guide potential customers to the areas.
- **Social Media Campaigns:** Leveraging social media platforms to promote the new trading spaces can significantly increase awareness. The city could partner with local businesses, community organizations, or influencers to highlight the variety of goods available, the uniqueness of the traders, and the atmosphere of these areas.
- **Small-Scale Events:** Organising small events, such as pop-up markets, live performances, or food festivals, could create a dynamic and vibrant atmosphere that attracts people to these streets. These events could serve as an initial draw to increase pedestrian activity, and once pedestrian traffic is established, the informal traders would benefit from sustained exposure. Special promotions or seasonal events could also generate buzz and create reasons for people to visit the area on a regular basis.

Community Engagement: Engaging with the local community through public outreach and consultations could help to gather support and generate interest in these proposed trading spaces. By involving residents in the planning process and demonstrating the benefits of informal trading in their neighbourhoods, the city can foster a sense of ownership and pride, which can encourage more people to visit these areas.

4.7. Trading Models

In this section urban design layouts for trading within the Inner-City identified precincts are outlined, detailing how space is allocated for street trading, vehicular movement, and amenities.

Hillbrow Bruce Street (Block 1)	Hillbrow Bruce Street (Block 2)	Hillbrow Caroline Street (Block 1)	Hillbrow Pretoria Street (Block 2)	Transit Precinct - Wanderers Street (Block 1)	Transit Precinct - Wanderers Street (Block 2)
<p>Road Reserve: 25 meters wide</p> <p>Stalls: 21 trading stalls designated along the street</p> <p>Amenities: 4 trees, streetlights, and waste bins</p> <p>Traffic: Two street lanes with parking allowed on both sides</p>	<p>Road Reserve: 12 meters wide</p> <p>Stalls: 9 trading stalls</p> <p>Amenities: 7 trees on the sidewalk, streetlights, and waste bins</p> <p>Traffic: One street lane, no parking</p> <p>Layout: Narrower configuration focusing on</p>	<p>Road Reserve: 18 meters wide</p> <p>Stalls: 15 trading stalls</p> <p>Amenities: 6 trees, streetlights, waste bins</p> <p>Traffic: Two street lanes with parking on either side</p> <p>Special Feature: Includes a driveway/entrance</p>	<p>Road Reserve: 23 meters wide</p> <p>Stalls: 27 trading stalls</p> <p>Amenities: Includes a proposed planter with seating</p> <p>Traffic: Two street lanes with parking on either side</p> <p>Layout: Designed with supermarket entrances in mind,</p>	<p>Road Reserve: 21 meters wide</p> <p>Stalls: 38 trading stalls</p> <p>Amenities: 6 proposed trees, streetlights, and waste bins</p> <p>Traffic: Two transit-only lanes (likely for buses or public transport), no parking</p>	<p>Road Reserve: 22 meters wide</p> <p>Stalls: 34 trading stalls</p> <p>Amenities: 6 proposed trees, streetlights, and waste bins</p> <p>Traffic: Two transit-only lanes, no parking</p> <p>Special Feature: Similar to Block 1, it</p>

<p>Layout: Trading stalls are aligned along a clearly marked "Designated Trading Area"</p>	<p>pedestrian space and greenery</p>	<p>and traffic calming measures to reduce vehicle speeds</p>	<p>supporting higher foot traffic and community interaction</p>	<p>Special Feature: Incorporates traffic calming to enhance pedestrian safety and slow vehicles</p>	<p>emphasizes pedestrian-friendly transit corridors</p>
---	--------------------------------------	--	---	--	---

Figure 15: Hillbrow Bruce Street (Block 1)

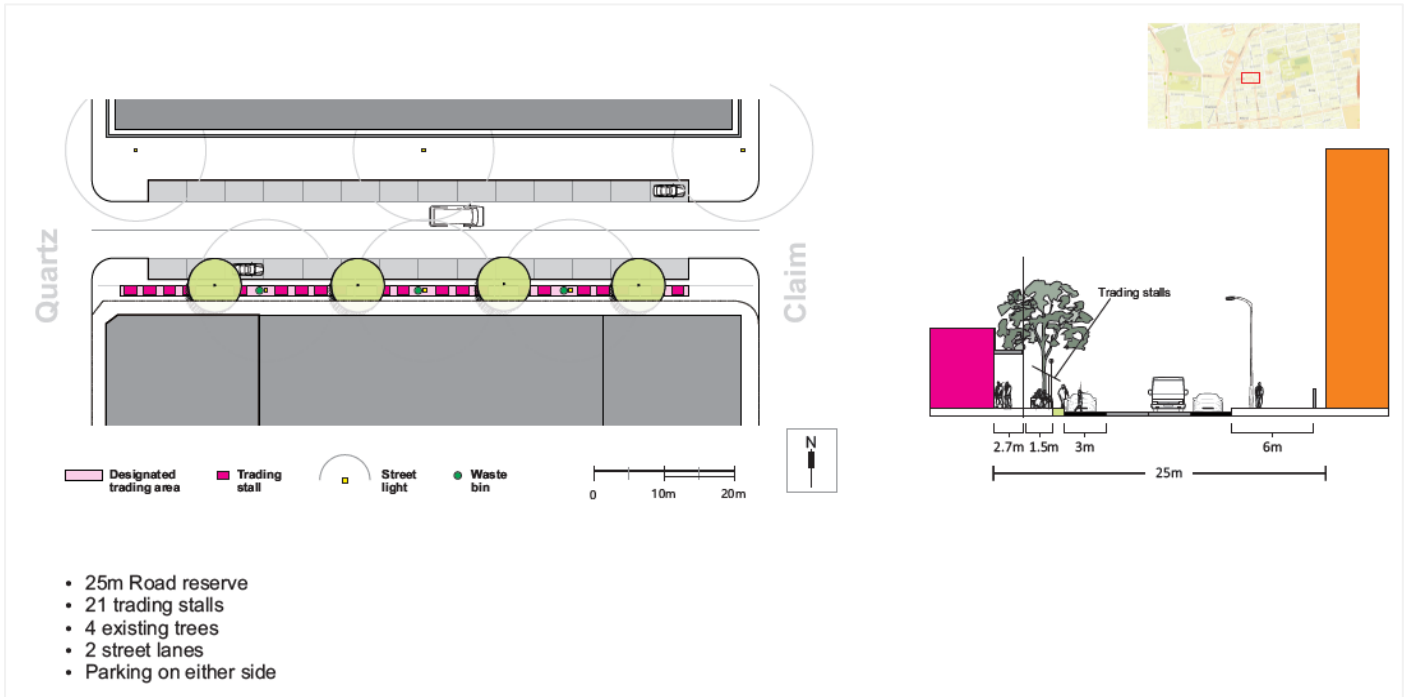


Figure 16: Hillbrow Bruce Street (Block 2)

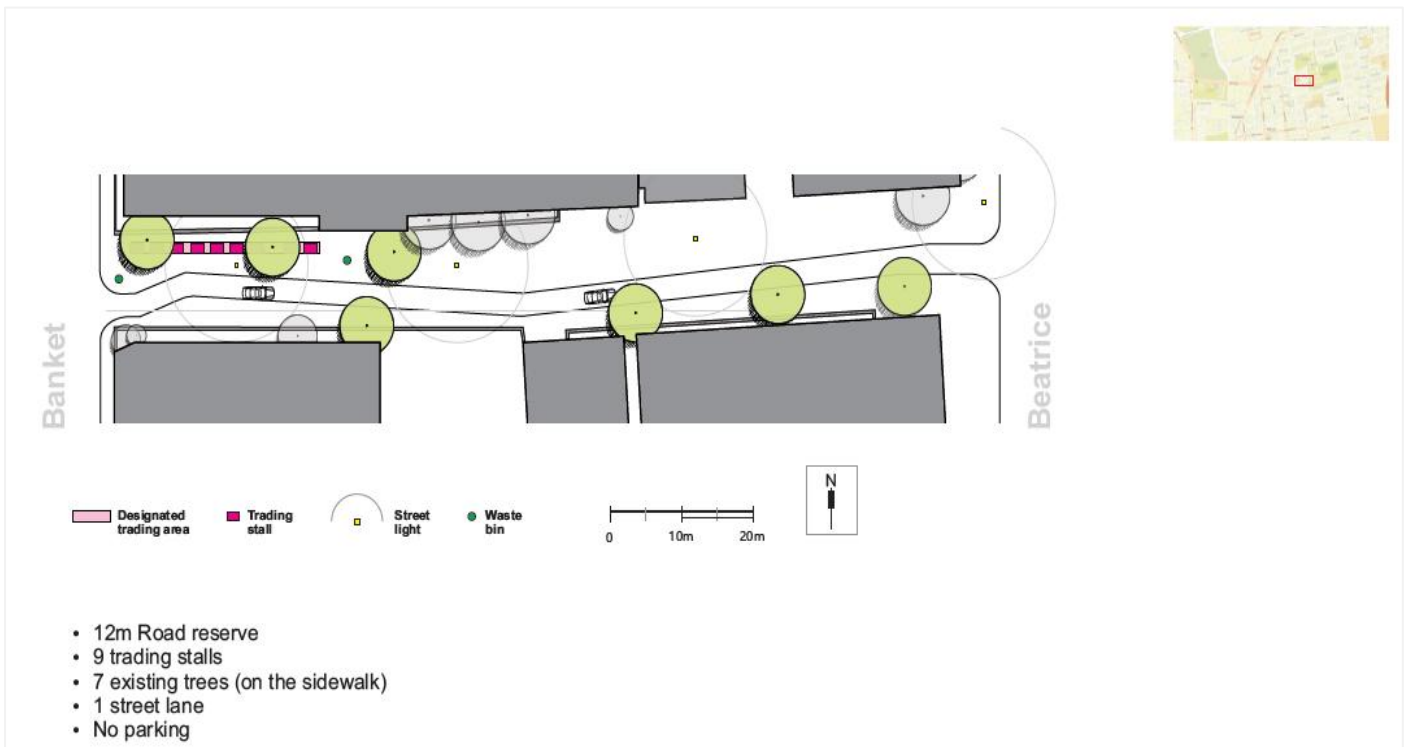


Figure 17: Hillbrow Caroline Street (Block 1)

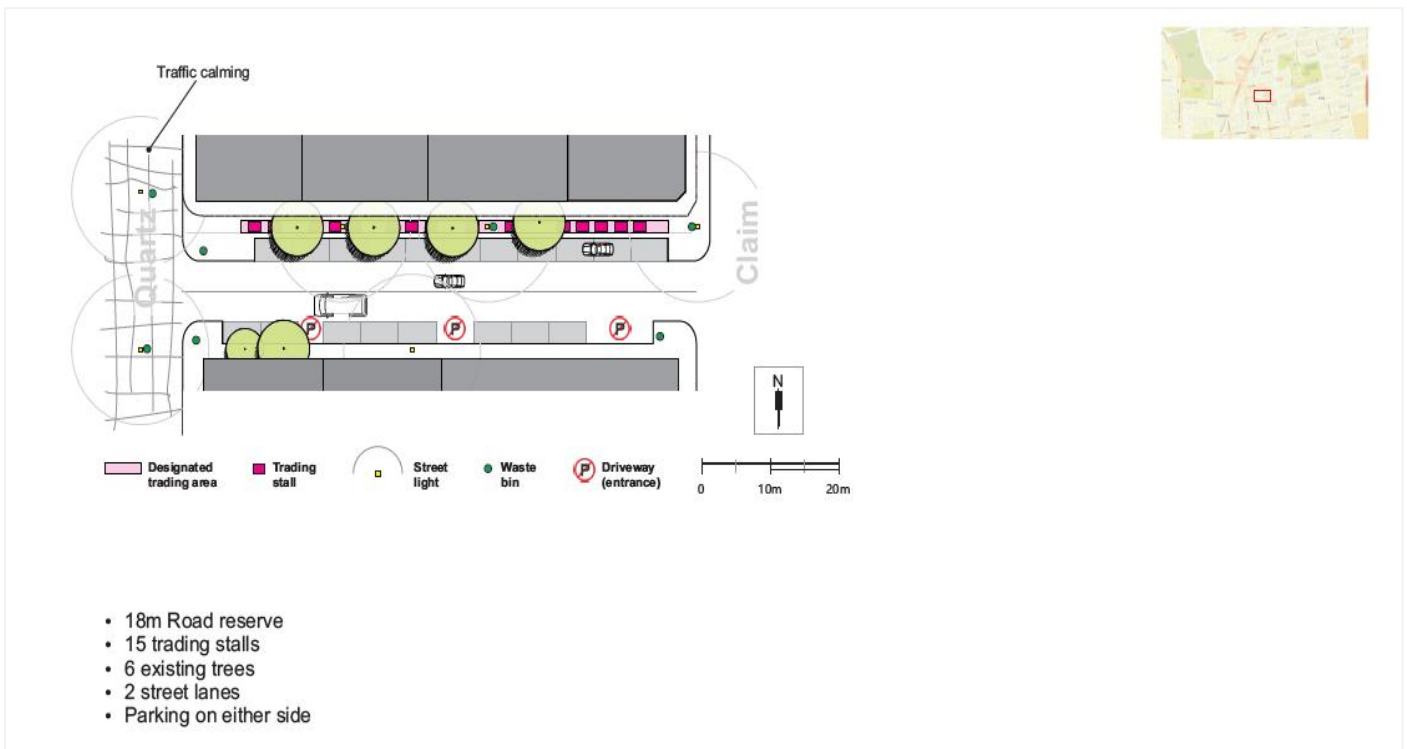


Figure 18: Hillbrow Pretoria Street (Block 2)

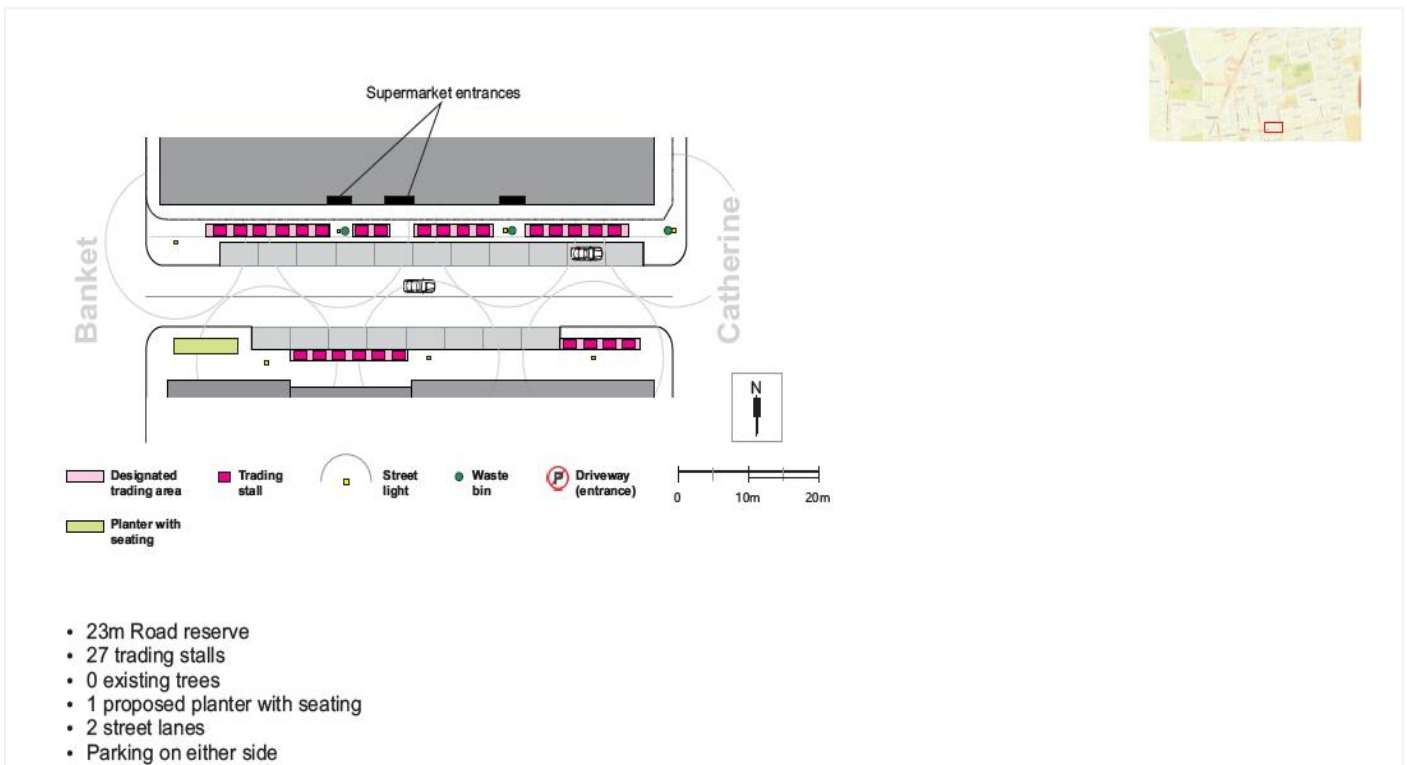


Figure 19: Transport Precinct Wanderers Street (Block 1)

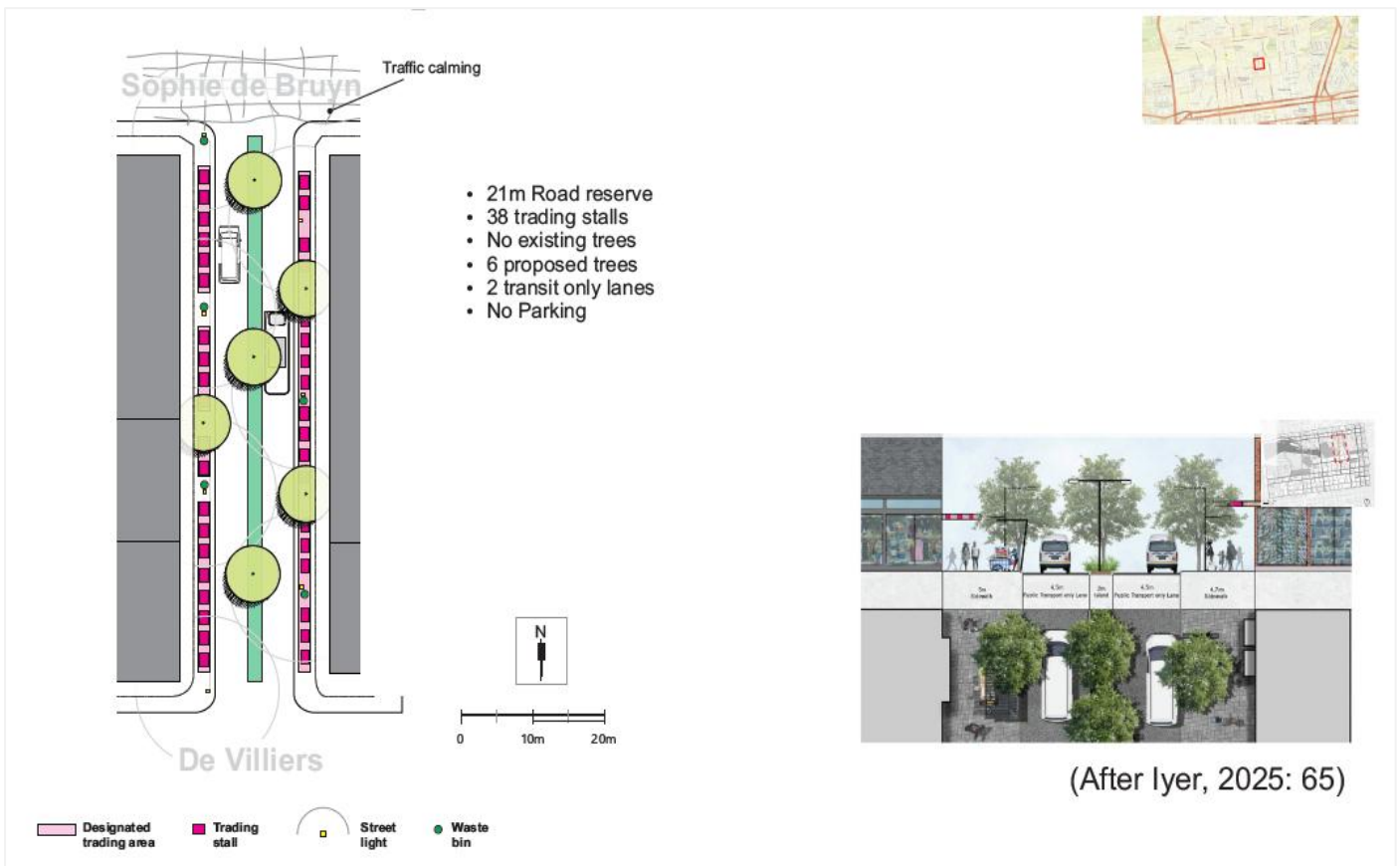
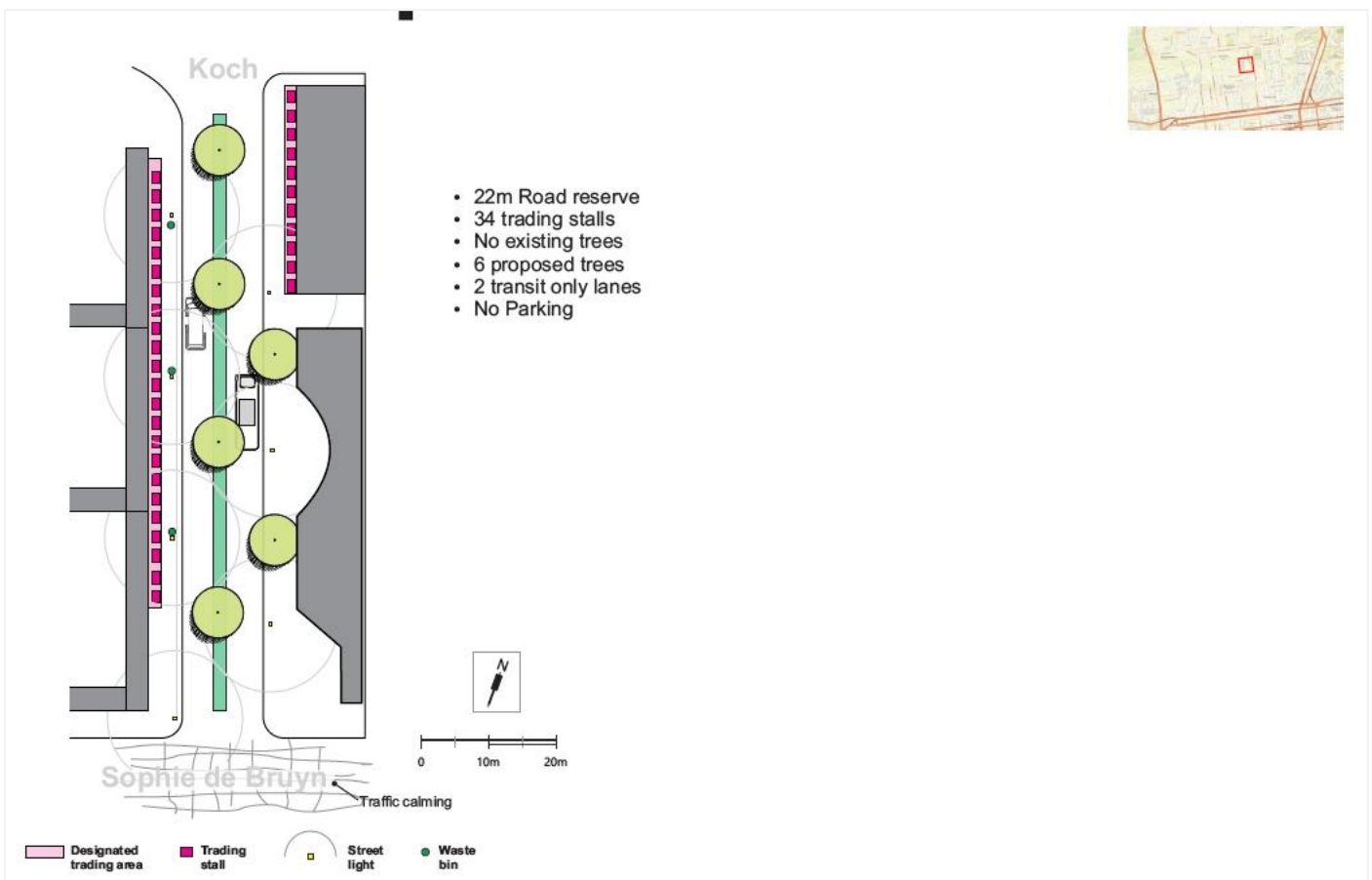


Figure 20: Transport Precinct Wanderers Street (Block 2)



4.8. Trading Typology and Trading Feasibility

This section outlines architectural design specifications for three distinct types of trading stalls to be implemented within the Johannesburg Inner-City, aligned with the City's regulatory objectives and stakeholder engagement outcomes.

4.8.1. Trading Stall Typologies Design Brief

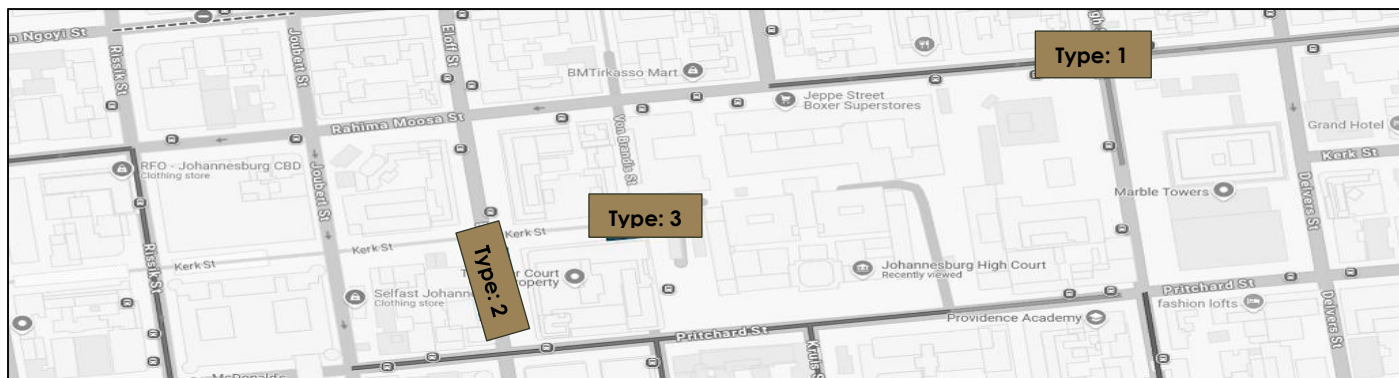
The specifications for the design of trading stalls are directly informed by 40 objectives developed through a comprehensive review of municipal planning documents, stakeholder submissions, and urban design guidelines related to informal trading. The three specifications for stall typologies have been derived as:

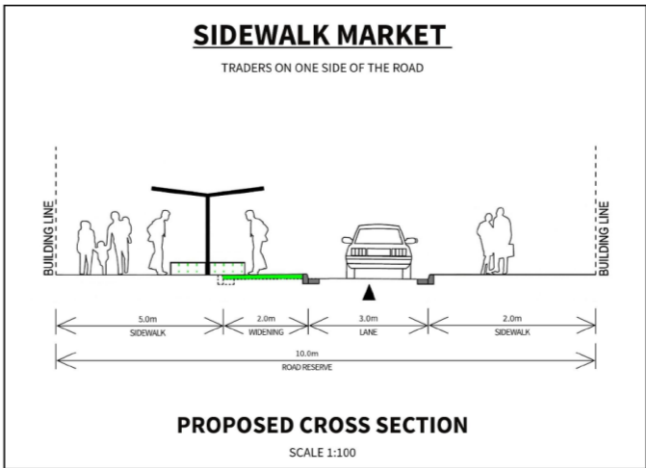
- **Type 1**- Stalls along the **building edge**, facing onto the sidewalk.
- **Type 2**- Stalls along the **street edge**, facing onto the sidewalk.
- **Type 3- Linear markets** situated in pedestrianized streets with double-facing stalls.

The following are the considerations about how to interpret and apply the specifications:

- Create at least one plan and one section diagram for each type of trading stall.
- Make general notes about the design to help communicate thoughts during stakeholder engagement.
- It was observed during site visits that people make additions to their formal stalls to make them more practicable for their trading purposes. This flexibility is not well-reflected in the objectives (possibly because the stakeholders were not traders). Be mindful of the need for flexibility and consider how the stalls may change over time.
- It is advised to try as much as possible to adhere to the specifications but, since they are based on contesting objectives, there may be cases where the conflict cannot resolve and where a particular specification cannot be achieved without compromising another.

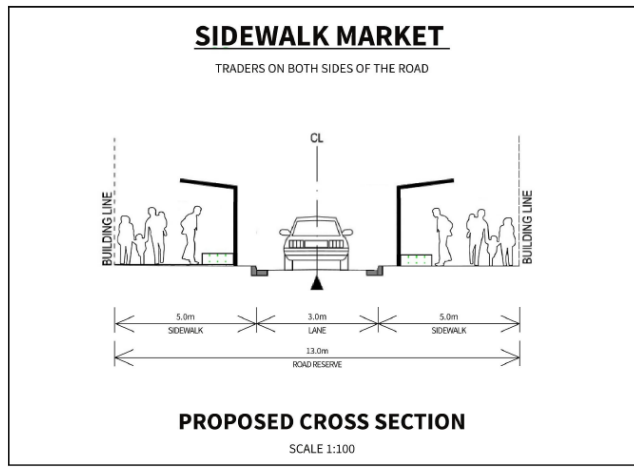
Figure 21: Specifications Typology Areas Examples





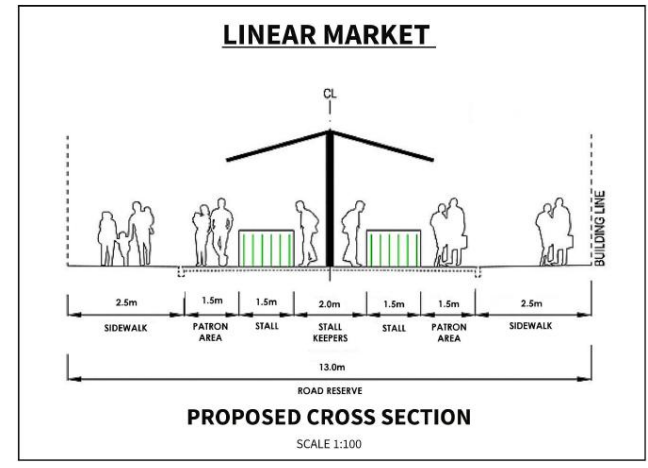
Type 1: Trading Stalls Along Building Edge

Trading to be moved back towards the property line (the fence in the background) to create a connection between the sidewalk and the street. This will allow pedestrians to cross more easily and to wait for taxis or alight and exit them comfortably.



Type 2: Trading Stalls Along Street Edge

Due to the presence of many shops along Eloff street, the traders should be located away from the buildings.



Type 3: Linear Market in Pedestrianized Street

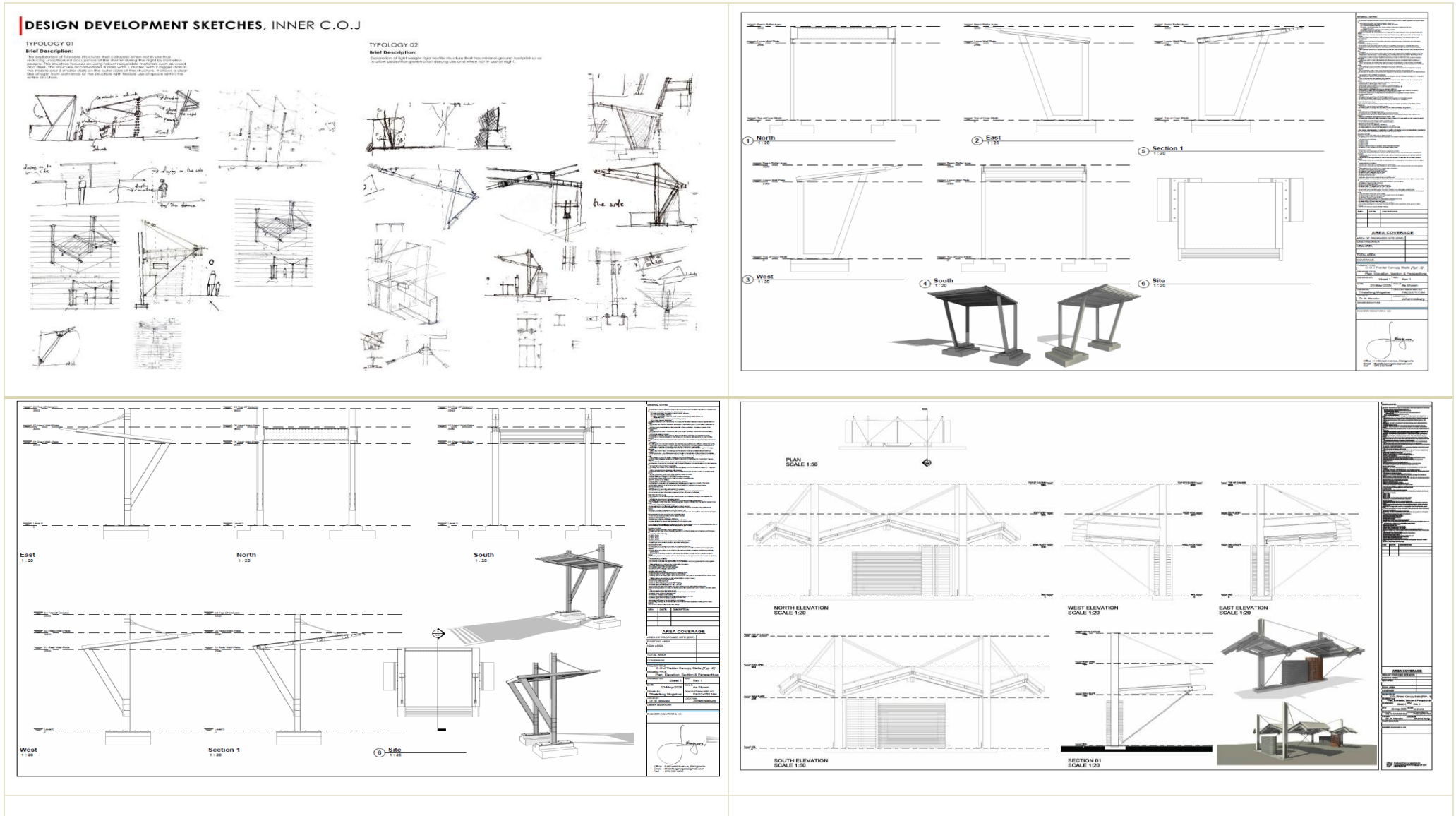
How can the linear market design be improved?

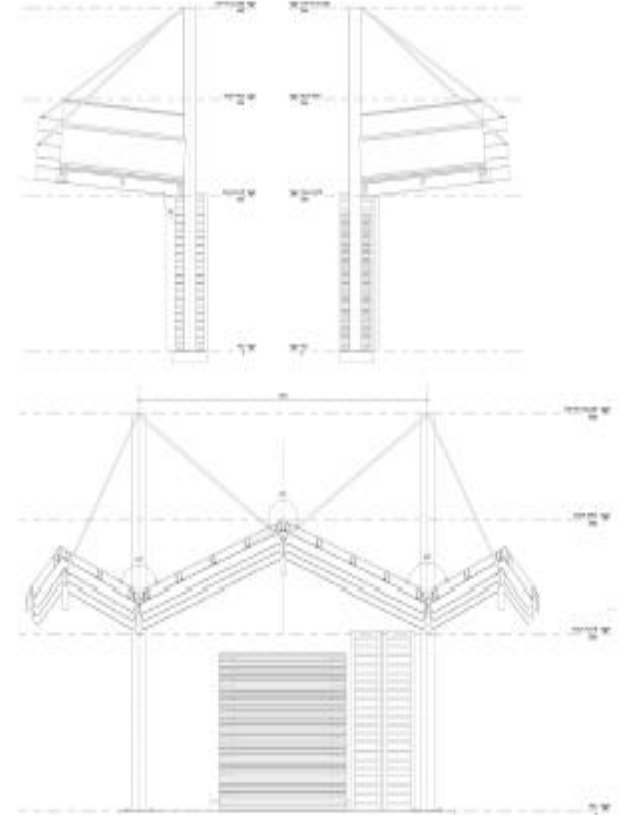
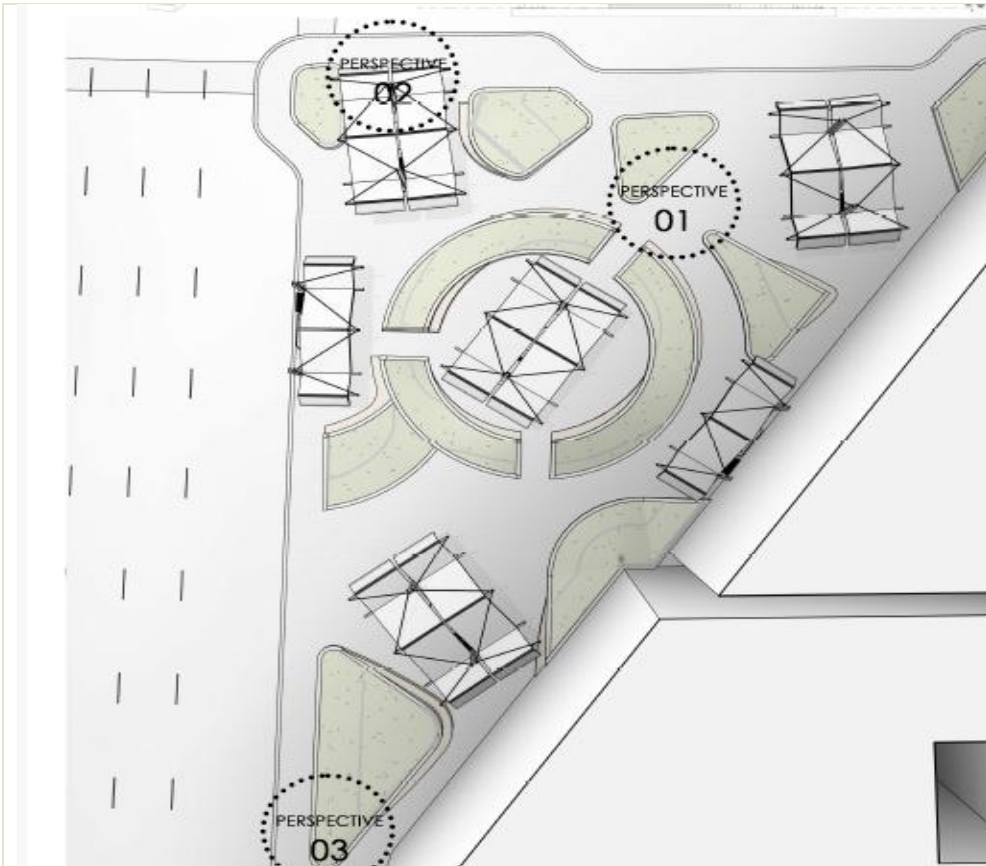
<ol style="list-style-type: none"> 1. Clear Pedestrian Pathway <ul style="list-style-type: none"> • Maintain a minimum of 1.5m clear walkway in front of the stall for pedestrian movement (Objectives 3, 23, 26, 38, 41). 2. Non-Obstruction of Entrances <ul style="list-style-type: none"> • Stalls must not block building entrances, emergency exits, or windows (Objectives 3, 15, 30). 3. Defined Stall Footprint <ul style="list-style-type: none"> • Each stall should have a maximum footprint of 2m depth from the building edge to allow sidewalk circulation (Objectives 25, 31). 4. Standardized Stall Width and Spacing <ul style="list-style-type: none"> • Stall widths should range between 1.5–2.5m with a 5m spacing between stalls to facilitate flow and avoid crowding (Objectives 31). Note, I recommend having groups of stalls (clusters), perhaps 4 stalls grouped together with 5m between clusters. I think that objectives 31 is unrealistic and must be interpreted charitably. 5. Materials and Finishes <ul style="list-style-type: none"> • Use durable, low-maintenance materials that complement local character and withstand weather (Objectives 5, 24). 6. Lockable Storage Units <ul style="list-style-type: none"> • Provide built-in secure storage that does not protrude into the sidewalk when closed (Objectives 6, 13). 7. Weather Protection <ul style="list-style-type: none"> • Include integrated canopies or awnings fixed to the stall (not buildings) that provide rain and sun protection, without projecting more than 0.5m into the walkway (Objectives 5, 19, 25). 8. Access to Utilities <ul style="list-style-type: none"> • Design stalls with access points for waste disposal, greywater, and electricity (if needed) without obstructing circulation (Objectives 6, 13, 28, 33). 9. Visibility and Sightlines <ul style="list-style-type: none"> • Stall design must preserve visibility to adjacent businesses and promote passive surveillance (Objectives 4, 15, 20). 10. Non-Permanent Fixing <ul style="list-style-type: none"> • All stalls should be modular or demountable, enabling removal without damage to building façades (Objectives 1, 10, 14). 11. Street Furniture Integration 	<ol style="list-style-type: none"> 1. Pedestrian Walkway Width <ul style="list-style-type: none"> • Ensure a minimum clear walkway of 1.5m–2m between the stall and adjacent building line (Objectives 3, 23, 26, 38, 40, 41). 2. Buffer Zone from Roadway <ul style="list-style-type: none"> • Provide a buffer of at least 0.5–1m between stall and vehicle traffic, using bollards, planters, or curbing for protection (Objectives 5, 9, 30). 3. Controlled Stall Depth <ul style="list-style-type: none"> • Maximum stall depth from curb should be no more than 1.8m, ensuring stalls do not obstruct sidewalk flow (Objectives 25, 30). 4. Consistent Stall Spacing <ul style="list-style-type: none"> • Maintain 5m spacing between stalls to ease circulation and allow emergency or maintenance access (Objectives 31, 32). 5. Non-Obstruction of Transit Lanes <ul style="list-style-type: none"> • Stalls must not protrude into vehicle or bicycle lanes, and their placement should avoid any bus stops or taxi loading areas (Objectives 9, 30, 35, 36). 6. Secure, Demarcated Boundaries <ul style="list-style-type: none"> • Stalls should be clearly demarcated with painted lines or modular base units to prevent spread beyond designated limits (Objectives 1, 2, 10, 18). Protective Bollards or Barriers • Install bollards or protective barriers on the street-facing side of the stall to reduce the risk of collisions (Objectives 5, 9, 30). 7. Drainage and Run-off Control <ul style="list-style-type: none"> • Ensure stall base design allows for stormwater drainage and doesn't block existing runoff channels or kerb inlets (Objective 5). 8. Waste Management Integration <ul style="list-style-type: none"> • Each stall must include a waste bin or containment unit, with access to municipal collection points (Objectives 6, 13, 28, 33). 9. Visibility for Safety <ul style="list-style-type: none"> • Stalls must not exceed 1.8m height on any solid face to preserve sightlines for pedestrians and vehicles (Objectives 5, 15, 20, 30). 10. Canopy Design Limits 	<ol style="list-style-type: none"> 1. Double-Facing Orientation <ul style="list-style-type: none"> • Each stall must have two active frontages, facing opposite sidewalks to serve foot traffic from both sides (Objectives 12, 16, 18). 2. Central Spine Width <ul style="list-style-type: none"> • The entire market spine (stalls plus circulation zones) should be no more than 6–8m wide, preserving a minimum 2.5–3m clear pedestrian walkway on each side (Objectives 26, 29, 35, 36). 3. Modular Row Configuration <ul style="list-style-type: none"> • Use modular stall units arranged in rows, allowing flexibility for future reconfiguration, extension, or event overlays (Objectives 1, 14, 18). 4. Continuous Roofline with Open Ends <ul style="list-style-type: none"> • Introduce a shared canopy or linear roof with open gable ends for ventilation and light — preventing enclosed, dark environments (Objectives 5, 20, 24, 39). 5. Fire and Emergency Access <ul style="list-style-type: none"> • Ensure intermittent gaps (min. 5m every 25m) for fire and service access. These should double as crossing points for pedestrians (Objectives 5, 30). 6. Uniform Stall Size <ul style="list-style-type: none"> • Each individual unit should measure 2.5m wide x 1.8m deep, with standardized signage and stall numbering (Objectives 25, 31, 32). 7. Back-to-Back Trading Structure <ul style="list-style-type: none"> • Construct stalls in back-to-back configuration, ensuring no back-of-house space opens onto the pedestrian thoroughfare (Objective 3). 8. Shared Waste and Utility Hubs <ul style="list-style-type: none"> • Place waste bins, storage lockers, and utility taps at cluster nodes (every 5–8 stalls) to avoid clutter and improve access (Objectives 6, 13, 28, 33). 9. Demarcation and Circulation <ul style="list-style-type: none"> • Use floor markings, paving textures, or bollards to delineate stall zones and circulation corridors (Objectives 1, 2, 25). 10. Built-in Lighting Infrastructure <ul style="list-style-type: none"> • Provide solar or grid-connected lighting under the canopy, ensuring full coverage for night markets (Objectives 5, 20, 39). 11. No Obstruction to Adjacent Facilities
--	---	---

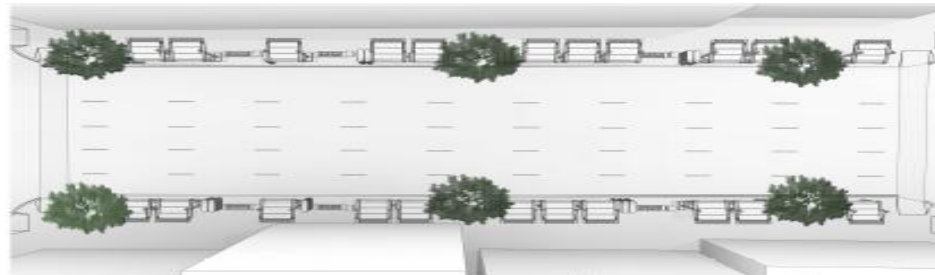
<ul style="list-style-type: none"> • Ensure stall design works around existing streetlights, benches, signage, and bollards without causing obstruction (Objective 25). <p>12. Accessibility</p> <ul style="list-style-type: none"> • Design stalls to be accessible to people with disabilities — e.g., with reachable counters and barrier-free access (Objective 4). <p>13. Fire Safety</p> <ul style="list-style-type: none"> • Materials must be non-combustible, and layout should avoid creating fire hazards or blocking emergency routes (Objective 5). <p>14. Consistent Aesthetic Language</p> <ul style="list-style-type: none"> • Use a cohesive visual identity across stalls, aligned with precinct branding or urban design guidelines (Objectives 5, 24, 34). <p>15. Lighting for Safety</p> <ul style="list-style-type: none"> • Provide for external lighting (solar or electrical) to improve safety during early/late trading hours (Objectives 5, 20, 39). <p>16. Surveillance Compatibility</p> <ul style="list-style-type: none"> • Stall heights and configuration should enable CCTV visibility and minimize blind spots (Objective 20). <p>17. Flexible Use Zones</p> <ul style="list-style-type: none"> • Include adjustable shelving or counter options to suit different types of traders (e.g., food vs. electronics) (Objective 19). <p>18. No Encroachment Beyond Demarcation</p> <ul style="list-style-type: none"> • Stall footprint must strictly adhere to pre-marked lines approved by city regulations (Objectives 1, 2, 10). <p>19. Waste Containment</p> <ul style="list-style-type: none"> • Each stall must have a dedicated bin slot or waste disposal unit to reduce littering (Objectives 5, 6, 28, 33). <p>20. Environmental Design Considerations</p> <ul style="list-style-type: none"> • Use passive ventilation and natural lighting techniques where possible to reduce energy dependence (Objectives 5, 24). 	<ul style="list-style-type: none"> • If weather protection is included, canopies must project toward sidewalk only, not into the road; max 0.5m extension (Objectives 5, 19, 30). <p>11. Modular and Transportable</p> <ul style="list-style-type: none"> • Type 2 stalls should be removable or modular, enabling relocation for roadworks, cleaning, or emergencies (Objectives 1, 10, 14). <p>12. Material Resilience and Urban Fit</p> <ul style="list-style-type: none"> • Use robust, tamper-resistant materials that are also aligned with the urban design guidelines of the area (Objectives 24, 34). <p>13. Lighting and Power</p> <ul style="list-style-type: none"> • Where applicable, incorporate solar-powered lighting or cabling routes for night operations (Objectives 5, 20, 39). <p>14. Product Display Flexibility</p> <ul style="list-style-type: none"> • Stalls must offer adjustable shelving/counter options to suit different types of merchandise, facing the sidewalk (Objective 19). <p>15. Safety Signage and Markings</p> <ul style="list-style-type: none"> • Include reflective elements and visible edge markings, especially for night visibility (Objectives 5, 30, 39). <p>16. No Impact on Building Access</p> <ul style="list-style-type: none"> • Stalls should never block access to adjacent buildings or fire hydrants, even if close to loading bays or service entries (Objectives 3, 15). <p>17. CID Compliance</p> <ul style="list-style-type: none"> • Where located in City Improvement Districts, stalls must follow CID-specific layout, branding, and design guidelines (Objectives 34, 29). <p>18. Surveillance-Friendly Layout</p> <ul style="list-style-type: none"> • Design should ensure CCTV visibility and minimize concealed areas for better safety oversight (Objective 20). <p>19. Integrated Signage Panels</p> <ul style="list-style-type: none"> • Each stall should provide space for trader permits, stall numbers, or branding (Objective 10). 	<ul style="list-style-type: none"> • Linear markets must not block access to civic buildings, service bays, or mobility routes (Objectives 3, 9, 29). <p>12. Street Furniture and Public Amenities</p> <ul style="list-style-type: none"> • Integrate benches, seating steps, greenery, and play elements within the linear market to enhance dwell time and pedestrian comfort (Objective 8, 24). <p>13. Trader Diversity Allocation</p> <ul style="list-style-type: none"> • Design zones within the linear market to accommodate different trade types (e.g. food, textiles, electronics) with appropriate infrastructure (Objectives 19, 12). <p>14. Surface Drainage and Cleaning</p> <ul style="list-style-type: none"> • Elevate platforms slightly or use permeable paving to ensure adequate surface drainage and ease of cleaning (Objective 5, 28). <p>15. Market Access Control</p> <ul style="list-style-type: none"> • Entry points to the market spine should include low-profile gates or demarcated thresholds to support regulation and maintenance (Objective 10, 21). <p>16. Consistent Urban Identity</p> <ul style="list-style-type: none"> • Use coordinated stall materials, colour schemes, and branding to create a cohesive market identity that fits its precinct (Objectives 24, 34). <p>17. Inclusive Design</p> <ul style="list-style-type: none"> • Provide barrier-free access to all stalls and shared facilities, compliant with universal design principles (Objective 4). <p>18. Flexible Event Adaptability</p> <ul style="list-style-type: none"> • Ensure stalls or parts of the market can be temporarily dismantled for festivals, emergency access, or civic events (Objective 8, 14). <p>19. Integrated Surveillance and Visibility</p> <ul style="list-style-type: none"> • Maintain open sightlines along the market length, allow for CCTV integration, and avoid blind spots between stalls (Objectives 5, 20, 39). <p>20. Proximity to Transport Hubs</p> <ul style="list-style-type: none"> • Situate linear markets near major nodes such as Park Station, leveraging pedestrian footfall (Objective 7, 42).
--	---	--

The proposed street trading typologies, design development sketches as well as trading development interventions below are included as **Annexure 3** of the document.

Figure 22: Trading Stalls Development Sketches







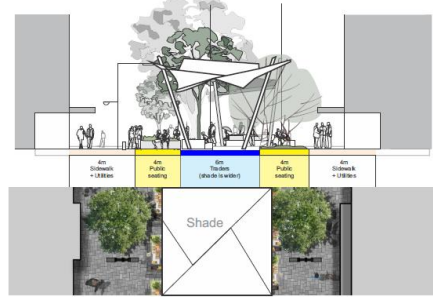
SECTIONAL PERSPECTIVE & STREET VIEW PERSPECTIVE



Below, coupled with the trading models and the architectural stall designs, visually illustrate the trading interventions.

Figure 23: Informal Trading Development Interventions

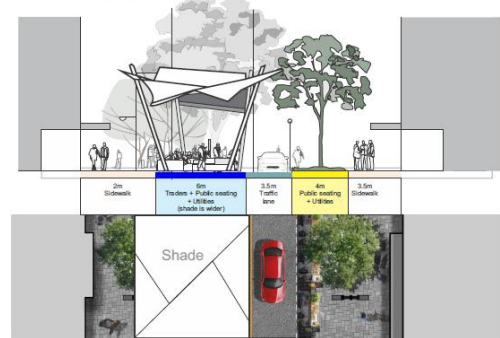
Road closure



- 6 - Quartz (Hillbrow)
- 21 - Sophie de Bruyn
- 22 - Hoek
- 23 - De Villiers
- 26 - Joubert
- 28 - Edith Cavell
- 29 - Fraser
- 32 - Von Brandis
- 34 - Diagonal
- 35 - Kerk



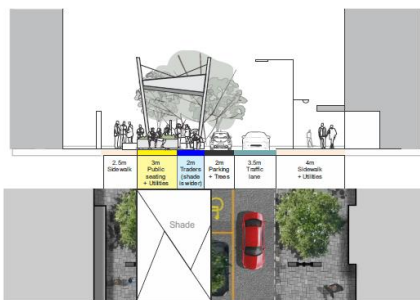
Woonerf / lane reduction



- 24 - Eloff
- 38 - Delfers



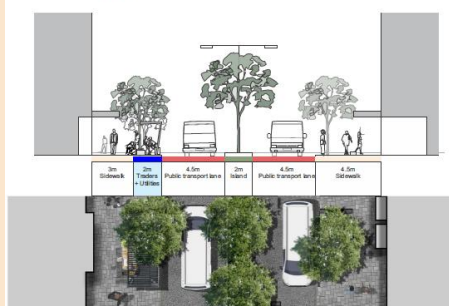
High Street + Woonerf



- 24 - Eloff
- 38 - Delfers
- Fox (prohibited)
- Main (prohibited)



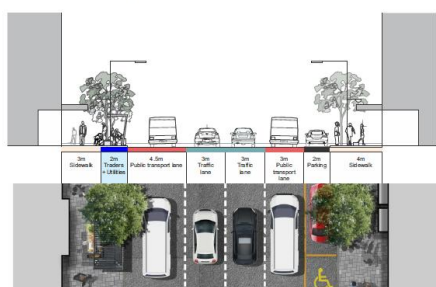
Transit street



- 13 - Twist (Sophie de Bruyn - Plein street)
- 19 - Wanderers
- 20 - King George (De Villiers - Plein street)



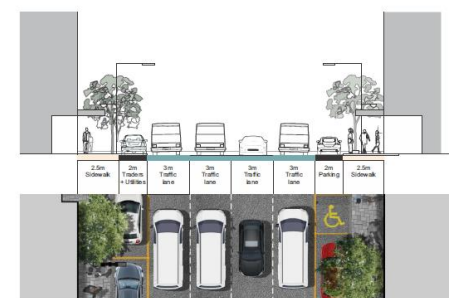
Taxi route, type 1



- 29 - Lilian Ngoyi
- 33 - Rahima Moosa
- 39 - Helen Joseph
- 40 - Albertina Sisulu
- Troy (prohibited)



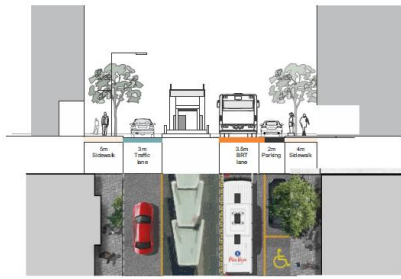
Taxi route, type 2 (prohibited)



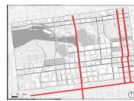
- 33 - Rahima Moosa
- 38 - Pritchard (Ntengi Piliso - Von Weilegh)
- Harrison
- Von Weilegh



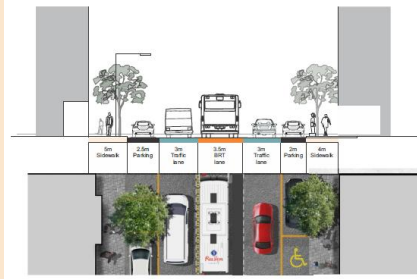
BRT route, type 1 (50m from BRT station, prohibited)



- 13 - Twist
- Claim
- 40 - Albertina Sisulu (Ntemi Piliso - Joubert)
- Rissik



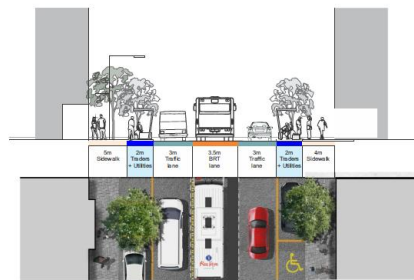
BRT route, type 2 (prohibited)



- 13 - Twist
- Claim
- 40 - Albertina Sisulu (Ntemi Piliso - Joubert)
- Rissik



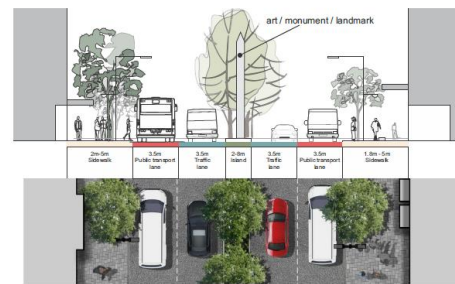
BRT route, type 3 (trading)



- 13 - Twist
- Claim
- 40 - Albertina Sisulu (Kruis - Von Willegh)



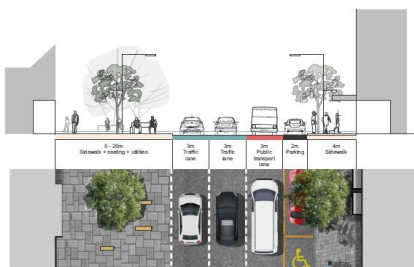
Civic spines (Prohibited)



- Ntemi Piliso
- Simmonds
- Pityey
- Rissik
- Pritchard (High Court)



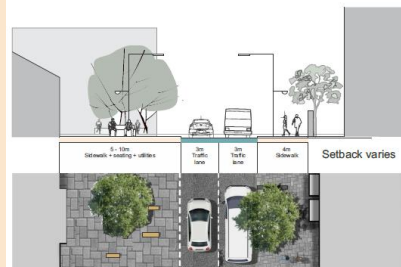
Commercial Plaza, type 1 (Prohibited)



- 23 - De Villiers (Tranet building)
- 33 - Rahima Moosa (post office + Smal Street)
- Ntemi Piliso (Misc. retail)
- Commissioner (Smal Street)



Commercial Plaza, type 2 (Prohibited)



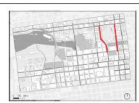
- 4 - Bruce (Hillbrow, Hospital)
- Goldreich (Hillbrow, Telkom tower)



Rank + Market + Park



- 20 - King George
- 13 - Twist (Sophie de Bruyn - Wolmarans)

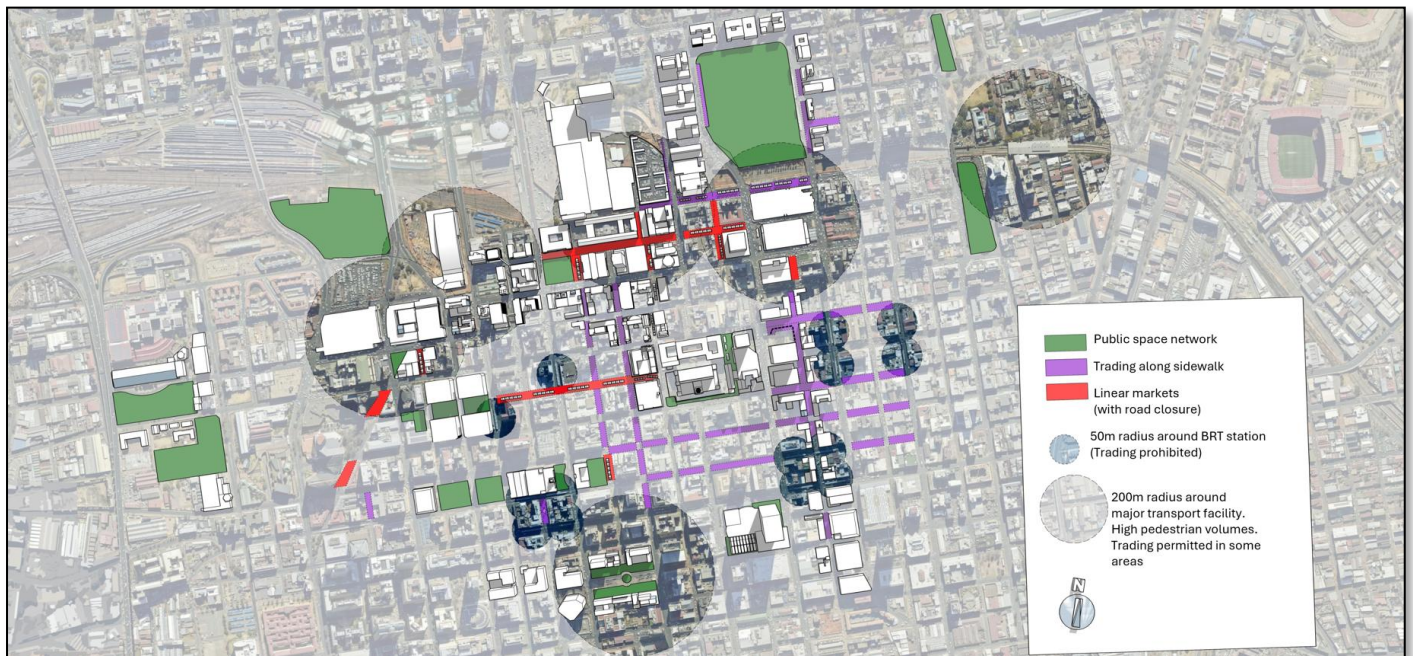


4.9. Informal Trading Framework and Trading Areas Design Concepts

The spatial concept emphasises anchor-points, generators of activity, and pedestrian routes. It aims to increase the amount of trading spaces and the intensity of trading activity whilst also creating a continuous network of well-positioned public spaces that are anchors of repose and social interaction.

The urban design framework aligns with the City's local planning priorities including strategic development plans as well as precinct plans.

Map 14: Urban Design Framework



4.10. Informal Trading Markets Proposals

With reference to figures 20 and 21, the purpose of marketplaces in the City of Johannesburg (CoJ) Inner-City goes beyond just commercial exchange—they play a social, economic, and urban development role. Here's a breakdown of their purpose in this specific context:

Economic Empowerment and Job Creation

Support for informal traders and small businesses:

Marketplaces offer low-barrier entry points for entrepreneurs, especially in the informal sector, to earn a livelihood.

Job creation:

They generate employment not only for traders but also for service providers (transport, cleaning, logistics, security).

Access to Affordable Goods and Services

Essential for low-income communities:

Inner-City residents rely on these markets for affordable food, clothing, electronics, and services.

Proximity and convenience:

Markets reduce the need for long-distance travel to suburban malls or large retailers.

Urban Revitalization and Space Utilization

Activation of underused public spaces:

Markets bring life to streets, squares, and old buildings, making urban spaces vibrant and productive.

Urban regeneration tool:

When well-managed, markets can reduce crime, improve cleanliness, and contribute to a more inclusive and functional city center.

Social Inclusion and Community Building

Cultural diversity and interaction: Markets are social hubs where diverse communities interact, exchange culture, and build local identity.

Empowering marginalized groups: Many traders are women, migrants, and youth who face barriers in the formal job market.

Contribution to the Local Economy

Circulation of money locally: Money spent at local markets often stays within the community, supporting local development.

Boost to city revenue: Through trading permits, stall rentals, and service fees, markets contribute to municipal finances.

The aim is to activate underutilized public and semi-public urban spaces into dynamic weekend market zones that empower entrepreneurs, promote creativity, and reinforce urban regeneration in Johannesburg. This can be achieved through:

- Promotion of local entrepreneurship, especially among youth and women.
- Increase foot traffic across the CBD during weekends.
- Stimulate informal and micro-enterprise sectors.
- Enhance public space utilization through community-driven commerce.
- Create a cultural and tourism corridor within the city center.

Table 18: Weekend Market Concept Proposals

Precinct	Venue/Street	Market Focus	Days
Maboneng	Fox Street / Arts on Main	Creative arts, design, vintage, live performance	Saturday
Jewel City	Jewel City Courtyard (Fox St)	Food trucks, fashion, youth pop-ups, music	Saturday & Sunday
Newtown	Newtown Park / Mary Fitzgerald Square	Traditional crafts, books, performance arts	Sunday

Vendor Model & Selection Criteria

Vendors will apply monthly. Applications will be reviewed based on product quality, local relevance, affordability, and social impact. A portion of stalls will be reserved for: - Youth-owned businesses (under 35) - Township-based producers - Women-led enterprises - First-time market participants

Vendor Categories: - Food & Beverage (street food, baked goods, beverages) - Fashion & Accessories (local brands, thrift, handmade) - Arts & Crafts (woodwork, ceramics, beadwork, painting) - Books & Cultural Items (literature, zines, heritage pieces) - Health & Wellness (organic beauty, herbal products) - Social Impact Booths (NGOs, community projects).

The weekend market aims to be more than a retail initiative; it is a **social and cultural engine** for the revitalization of Johannesburg's Inner-City. Through coordinated, secure, and inclusive marketplaces, the City can foster entrepreneurship, stimulate foot traffic, and bring life back to some of Joburg's most iconic urban spaces.

4.11. Infrastructure Considerations and Guidelines

This section outlines key infrastructure considerations and guidelines to support the Inner-City Street and Informal Trading Plan. The aim is to guide planning decisions that ensure informal trading is sustainable, integrated, and supported by suitable infrastructure. The IDP envisions a managed, linear, and demarcated

system of informal trade, aligned with transportation and pedestrian movement routes. This section further consolidates insights on existing infrastructure conditions and proposes strategies to address gaps.

Informal trading is concentrated in specific urban nodes and along major pedestrian corridors. Common locations for informal trade stalls include sidewalks, intersections, pedestrian zones, and transport hubs. These areas vary significantly in their infrastructure capacity and require tailored solutions.

Design Guidelines

Streets Design Guideline. This guideline outlines how on-street trading can be integrated into the streetscape, particularly as demand for trading space in the Inner-City has steadily increased over time. It recognises the role of on-street trading in supporting small business development, while also highlighting the challenges that can arise when it is not properly regulated, especially concerning road safety.

A key focus of the Inner-City Informal Trading Plan is to ensure the safety of all road users, including pedestrians, cyclists, and motorists, and to prevent potential accidents that may result from informal trading activities encroaching on the roadway. In line with this, the current plan will assess the suitability of on-street trading facilities based on the following criteria:

- Overall road safety
- Pedestrian safety
- Accessibility for foot traffic
- Level of sidewalk congestion
- Visual impact and overall attractiveness of the street for both road users and adjacent property owners

In accordance with the Complete Streets Design Guidelines, the tables below identify streets and areas that should be designated as suitable for street trading, as well as those where street trading is not permitted due to safety, operational, or spatial constraints.

Table 19: Streets approved for on street trading

Road Class	Description	Comment
Class 3	District Distributor	Introduction of Trading stalls in this type of road should be done with care due to high speeds (70-80km/h). A pedestrian walkway (excluding the stall) with a minimum width of 2.0m will be needed
Class 4	CBD Road/Activity Streets/local distributor/boulevard/industrial roads	Consideration should be taken for pedestrians. A pedestrian walkway (excluding the stall) with a minimum width of 1,5m will be required
Class 5	Residential collectors/Residential streets	A sidewalk with a minimum width (excluding the stall) of 1.5m will be needed. Traffic calming measures should be introduced next to trading areas
Transit malls	Pedestrian only streets/linear markets	Streets closed for all vehicular traffic, except for local delivery, refuse collection and local access. Care should be taken that enough walkway is provided for pedestrians. A minimum of 2,5 – 3m walkway should be provided for pedestrians
Plaza or interrupted Malls	Several blocks of retail streets are exclusively designated for pedestrian use with cross streets left open to vehicle traffic	Care should be taken that enough walkway is provided for pedestrians. A minimum of 2,5 – 3m walkway should be provided for pedestrians
Continuous or exclusive mall	A multi block area which may include more than one street is exclusively designated for pedestrians but allow for local delivery, refuse collection and local access.	Care should be taken that enough walkway is provided for pedestrians. A minimum of 2,5 – 3m walkway should be provided for pedestrians
Underpass/overpass	Pedestrian only bridges or underpasses, in certain instances with access for cyclists	Not desirable, however should there be a need to provide on street trading, care should be taken that proper lighting is provided

		especially within underpasses. The safety of pedestrians is of prime importance
--	--	---

Table 20: Streets and areas where on street trading should be prohibited

Road Class	Description	Comment
Class 1	Motorway/ primary Distributor	Mobility Road, no trading should be allowed for traffic safety.
Class 2	Arterial/regional distributor. BRT Trunk Route	Mobility Road, generally no trading should be allowed for traffic safety. However, if there is adequate pedestrian protection and pedestrian safety will not be compromised, limited on-street trading should be allowed. But this should be supported by proper technical analysis of traffic safety by qualified practitioners like traffic engineers
Within 50 m from an intersection, slip lane, on/off ramp or interchange		To protect sight distance
Where sidewalks are narrow than 1.5m		LOS declines rapidly with sidewalks narrower than 1.5m.
On any road with a design speed higher than 70km/h		For Safety reasons as speeds are too high
On any median less than 10m wide		To protect sight distances
Perpendicular to pedestrian crossings		To avoid blocking pedestrian walkways

4.11.1. Sidewalk Design

Sidewalks must accommodate both pedestrian flow and trade activity. Many sidewalks in the Inner-City are too narrow, leading to congestion and safety concerns. Design guidelines recommend:

- Minimum width of 2.0m in CBDs.
- Wider walkways (up to 3.0m) in high-traffic areas and around transport hubs.

Table 21: Sidewalk Design

Street	RIFSA Classification	Typology	
Delvers Street	Class 5	Residential Collector	Allow for a pedestrian walkway of > 1.5 m (excluding stalls) introduce traffic calming measures next to trading areas
Kerk street	Class 6	NMT Route / Greenway/ Multi Use Pathway	Closed to vehicular traffic. Allow for a pedestrian walkway of 2,5 to 3 m
Helen joseph street	Class 3	District Distributor	Allow for a pedestrian walkway of > 2m (excluding stalls)
Kruis street	Class 3	District Distributor	Allow for a pedestrian walkway of > 2m (excluding stalls)
Diagonal street	Class 5	Residential Collector	Allow for a pedestrian walkway of > 1.5 m (excluding stalls) introduce traffic calming measures next to trading areas

Street	RIFSA Classification	Typology	
Simmonds street	Class 4	CBD Road / Activity Street / Local Distributor/ Boulevard	Allow for a pedestrian walkway of > 1.5 m (excluding stalls)
Lilian Ngoyi street	Class 3	District Distributor	Allow for a pedestrian walkway of > 2m (excluding stalls)
Elloff street	Class 3	District Distributor	Allow for a pedestrian walkway of > 2m (excluding stalls)
Klein street	Class 3	District Distributor	Allow for a pedestrian walkway of > 2m (excluding stalls)
Quarts street	Class 5	Residential Collector	Allow for a pedestrian walkway of > 1.5 m (excluding stalls) introduce traffic calming measures next to trading areas
Goud Street	Class 5	Residential Collector	Allow for a pedestrian walkway of > 1.5 m (excluding stalls) introduce traffic calming measures next to trading areas
Pritchard Street	Class 4	CBD Road / Activity Street / Local Distributor/ Boulevard	Allow for a pedestrian walkway of > 1.5 m (excluding stalls)

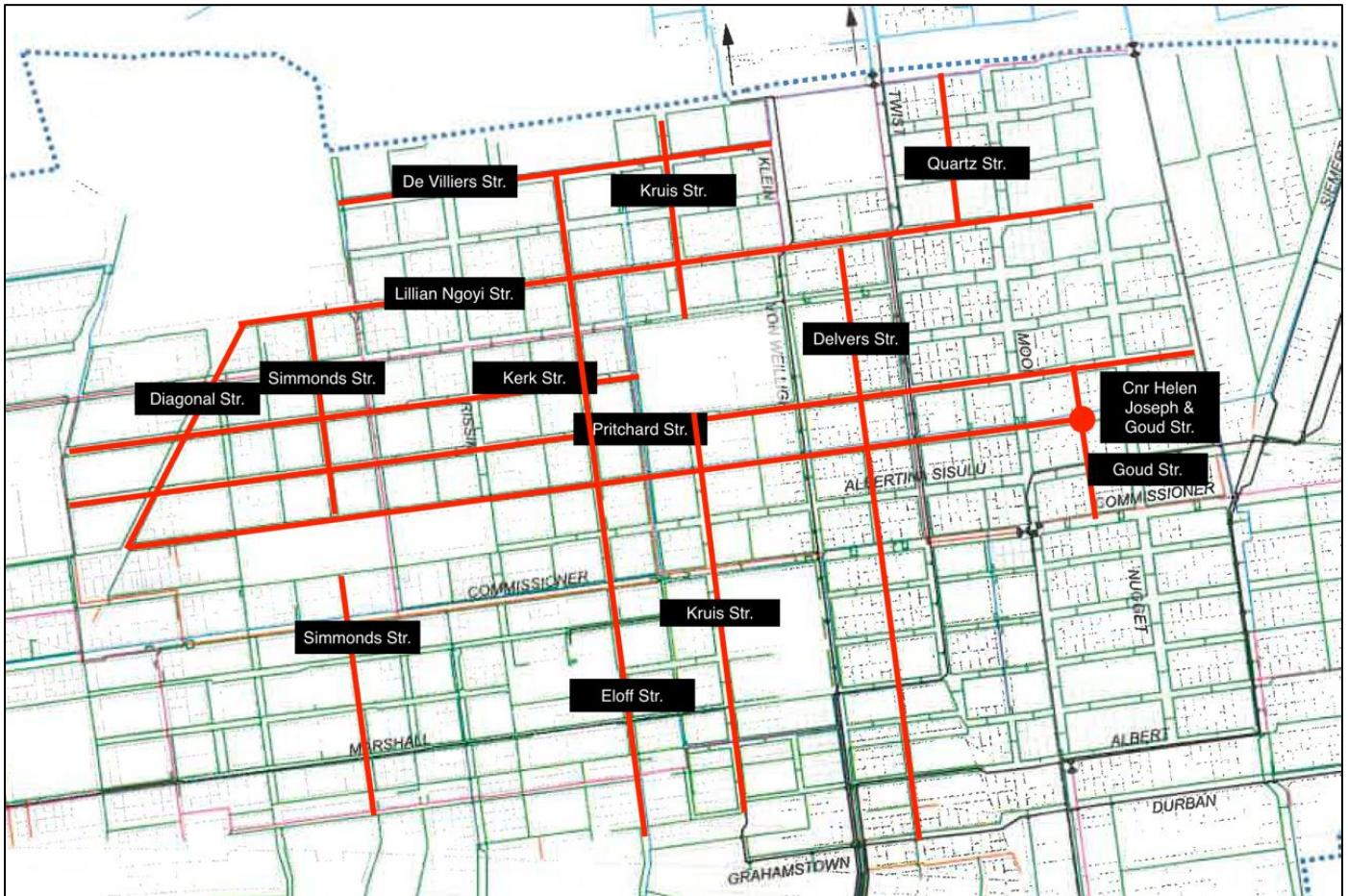
4.11.2. Street Furniture

Street furniture, including waste bins, seating, and lighting, must be durable and positioned to avoid obstructing movement.

- Weatherproof and fireproof materials should be standard.
- Placement should enhance usability without compromising circulation.

4.11.3. Water And Sanitation

Inadequate access to clean water and sanitation poses public health risks. Traders often rely on illegal connections due to the lack of formal infrastructure.



The street highlighted above have existing water and sewer pipelines that service the buildings along the streets. Water connection points and sanitation points can be connected on these streets given the following parameters:

- They must not be located on a corner; street corners attract a lot of activity from pedestrians and buildings. Street utilities like street signage and traffic lights.
- They should be located along the building line for the safety of users
- They must not be erected adjacent to shop window fronts and the entrances of buildings
- On streets where trading stalls are located along the building line, as is the case with Type 1 stalls, water and sanitation points should be given the same width as is allowed for trading stalls and allow enough space for pedestrians.
- Streets that employ Type 2 stalls, that are located away from buildings are not ideal for water and sanitation points.
- On streets that employ Type 3 stalls, sanitation and water facilities should be located along the same line as stalls to allow for uninterrupted pedestrian flow.
- The planning of these facilities should be informed by pedestrian demand analysis.
- Engagements with key stakeholders will help determine where these facilities should be located.

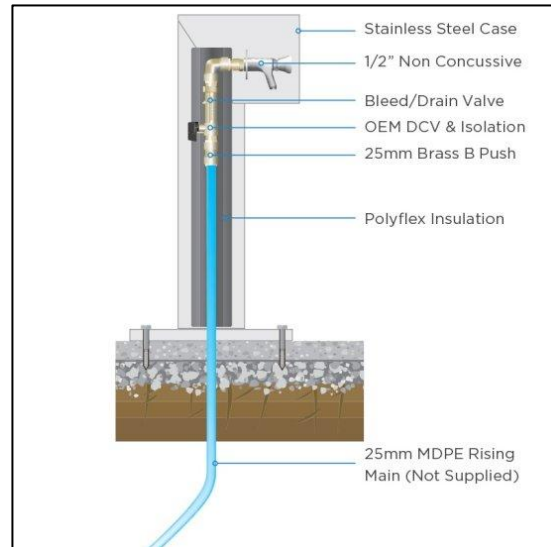
Street-side public toilets and water access points

It is recommended that public toilets constructed along the street side to support informal trading, be constructed in refurbished containers, as depicted in the following image:

Picture 6: Public Street Toilet (Source: Google)



Picture 7: Drain Facility (Source: Google)



The container could be accessed from two sides for men and for women or each toilet facility can be accessed individually with the inclusion of several doors. These containers are simple to retrofit and can allow for several toilets, urinals and wash basins.

A water access point in the form of a standpipe is recommended to be fitted next to the ablution facility. A basic standpipe can be encased by concrete. This could be accompanied by a drain below the tap to ensure that water does not run into the sidewalk:

Annexure 4 is a cost estimate of one container ablution facility with two toilets for women, a urinal and a toilet for men, and wash basins. This includes a typical unit cost for a standpipe

4.11.4. Solid Waste Management

Informal trade generates significant daily waste. The following systems are appropriate for different contexts:

- **Bulk Containers:** For busy hubs, serviced by large vehicles.
- **Exchange Containers:** Suited for markets; use skips or compactors.
- **Underground Containers:** Ideal for dense, pedestrian-heavy areas.

Exchange containers, such as skips, can be strategically placed adjacent to building lines to accommodate waste generated along streets where Type 1 and type 3 stalls are located. These should be located along the building line and should be accessible for waste collection vehicles.

4.11.5. Stormwater Drainage

Stormwater runoff must be managed to prevent flooding and health hazards:

- Use Low Impact Development (LID) techniques (e.g., porous paving).
- Ensure proper slope and pavement repair for efficient runoff.
- Install litter catchers to prevent drain blockages.

Stormwater runoff must be managed to prevent flooding and health hazards:

- Streets where type 1 and 2 stalls are located should typically have stormwater runoff along the road curb, collecting to stormwater drain as indicated in the figure below.
- Pedestrianized streets where type 3 stalls would be located, stormwater runoff is accommodated by drains that are in the middle of the street where pedestrians walk. Tree storm water pits could be used on these streets where trees are planted. This is a Low Impact Development (LID) approach to stormwater management (Complete Streets, 2013).

- Trading stalls, ablution and water facilities, and waste disposal facilities should be located away from storm water drains.

4.11.6. Buffers

In residential collector streets, a continuous landscaped strip—referred to as the green zone—serves as a buffer between pedestrians and vehicles. This zone includes tree planting and other landscaping elements that enhance the pedestrian experience and improve safety. Along roads with higher levels of activity, the utility zone plays a similar role in protecting pedestrians. These utility zones often incorporate infrastructure such as street lighting, trees, seating, and bollards to support both mobility and comfort.

Street Infrastructure Recommendations

There was a focus on informal trading along the streets within and surrounding the precincts and identified areas. Informal trading typologies were assigned to each of the streets, addressing how informal trade could be supported and where within the road reserve informal trading stalls could be located.

This report addresses the infrastructure requirements needed to support informal trade activities in these precincts. These include:

- The feasibility of placing ablution facilities along these streets
- The feasibility of water provision infrastructure along these street
- The management of waste and supporting infrastructure along the streets
- Recommendations about stormwater drainage along the streets that have been identified
- Recommendations with regards to street furniture along the streets that have been identified

These recommendations were applied to other parts of the Inner-City where informal trading occurs and could be supported by related infrastructure as indicated in **Annexure 5**.

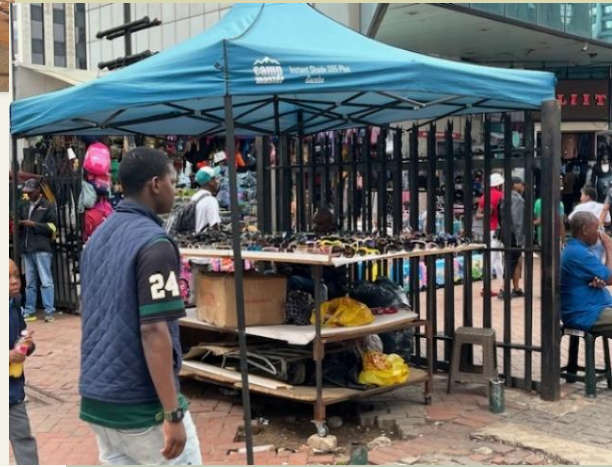
4.12. Safety And Accessibility Considerations

- Trading stalls must not block emergency vehicle access or create crime-prone environments.
- Infrastructure upgrades should include lighting and surveillance where appropriate.
- Conduct safety audits in all trading zones with input from community safety forums and SAPS.
- Roads should be wide enough for waste trucks to collect waste skips.
- In cases where mobile toilets are used, there should be enough driving space for vehicles to collect toilets.

4.13. Infrastructure proposed for potential trading areas

The corners of Helen Joseph and Goud Streets, as well as Pritchard Street, are predominantly characterised by retail and commercial activities. Informal trading in these areas typically occurs adjacent to the utility zones, away from shopfront windows. Parking is located within the road reserve. To improve safety for informal traders and manage the interface with vehicular traffic, the installation of bollards within the utility zone is recommended. A minimum pedestrian walkway width of 1.5 meters should be maintained. Given the high density of window fronts, underground waste containers are also advised to manage litter discreetly and efficiently.

While Goud Street also features commercial spaces, certain areas along the pedestrian path provide opportunities for ablution facilities and designated informal trading zones along building lines. Many of the buildings feature roof overhangs that offer shade for both traders and pedestrians, enhancing comfort. Similar to other areas, parking occurs in the road reserve, and bollards are recommended within the utility zone to protect traders. Exchange containers, such as skips, can be strategically placed adjacent to building lines to accommodate waste generated in these active zones.



STAKEHOLDER ENGAGEMENT



5. STAKEHOLDER ENGAGEMENT

The development of the ICS&ITP was informed by engagement with relevant City of Johannesburg departments, municipal entities, ward councillors, and representatives of informal traders.

Ward councillors within the Inner-City were engaged during the preparation of the Plan to ensure alignment with local development priorities and ward-level concerns. Input from councillors informed the identification of priority trading areas, pedestrian movement considerations, and integration with surrounding land uses.

Engagement with City departments and entities included Development Planning, the Department of Economic Development, Johannesburg Metropolitan Police Department (JMPD), Environmental Health, Disaster Management Services, Johannesburg Development Agency (JDA), and Johannesburg Property Company (JPC). These engagements focused on operational feasibility, compliance with regulations, public safety, and infrastructure requirements.

To ensure that the Inner-City Street and Informal Trading Plan is inclusive, sustainable, and responsive to the needs of traders and the broader community, a participatory approach was adopted. This involves continuous dialogue with traders, residents, business owners, and relevant stakeholders to foster collaboration, address challenges, and co-create solutions that enhance the integration of informal trade within the city's urban fabric.

Engagement with some City departments in terms of draft plan consultations have been conducted with some still ongoing. The list of stakeholders engaged are provided below.

- I. Monthly Engagements with Key City of Joburg Departments:
 - Development Planning (DP),
 - Economic Development (DED), and
 - Johannesburg Development Agency (JDA).
- II. Inner City Projects Workshop
- III. Pikitup
- IV. High Court Precinct Public Environment Upgrade / Informal Trading Plan engagement, with the following departments:
 - Health & Safety,
 - Emergency Services and Fire Department.
 - CRUM
- V. Inner City Technical Meeting

5.1. Public Participation Process

A structured and inclusive stakeholder engagement process was undertaken to ensure that ICS&ITP is informed by diverse perspectives. This process aimed to foster collaboration, address key concerns, and integrate stakeholder insights into the planning framework. Engagement activities included:

- I. Mapping key stakeholders
- II. Developing a strategic approach to communication
- III. Facilitating participatory workshops and other engagements
- IV. Compiling a comprehensive report on stakeholder feedback.

5.2. Incorporation of Departmental Comments

Comments received from City departments and entities were directly incorporated into the Plan to strengthen its practicality and implementability.

Environmental Health inputs informed the inclusion of adequate sanitation facilities, waste management services, and hygiene requirements within all identified trading areas. Disaster Management and Emergency Services inputs were addressed through the provision of emergency access routes and the avoidance of obstructions near building entrances and critical infrastructure.

JMPD concerns regarding enforcement and encroachment were incorporated through clear demarcation of trading zones, identification of no-trading areas, and alignment with existing by-law enforcement mechanisms. Inputs from the Department of Economic Development informed the inclusion of trader support, registration, and skills development measures.

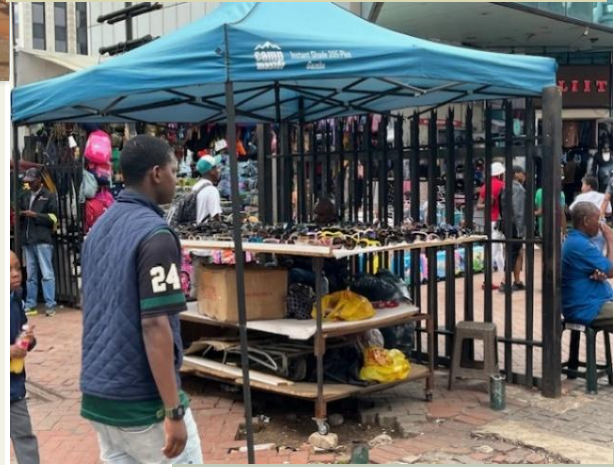
The overall comments influenced the identification of appropriate sites for formalised market facilities, particularly on City-owned land, and the alignment of trading proposals with broader Inner City regeneration initiatives.

5.3. Informal Trader Committees

Representing the interests of street vendors and small-scale traders, informal trader committees serve as a voice for the sector in negotiations with city officials, law enforcement, and business organisations. These committees advocate for fair policies, improved trading conditions, and protection against unlawful evictions or harassment. They also play a key role in organising traders, ensuring compliance with municipal regulations, and fostering self-regulation within trading communities.

The active participation of these stakeholders is essential for maintaining a well-regulated, inclusive, and sustainable informal trading environment in Johannesburg's Inner-City. Collaboration among JMPD, the Economic Development Department, CIDs, private property owners, and trader committees helps balance economic opportunities with urban management priorities, ultimately benefiting both traders and the broader city economy.

A detailed stakeholder engagement plan is attached as **Annexure 6**.



IMF AND OPERATIONAL PLAN



6. IMPLEMENTATION & MANAGEMENT FRAMEWORK AND DETAILED OPERATIONAL PLAN

6.1. Approach to Implementation & Management Framework and Operational Plan

The development of the City of Johannesburg (CoJ) Inner-City, Street and Informal Trading Plan (S&ITP) seeks to clearly outline the demarcation of street and informal trading areas, and earmark prohibited areas that infringe gazetted legislation and city by laws. Central to this process was the extensive stakeholder engagement process with the concerned informal trading forums and other key interested and affected parties.

The Implementation Plan and Management Framework (IPMF), and Operational Plan aims to provide guidance for the implementation of the Street and Informal Trading Plan once approved by Council. A more comprehensive approach required to address the root causes and systemic issues is needed.

On the basis of extensive initiatives previously undertaken within the Inner-City Street and informal trading, the plan adopts a comprehensive approach to address the systemic challenges that exist within the study. The proposals of the (IPMF) consider the prevailing circumstances that stem from deeper socio-economic and environmental issues that need to be addressed alongside enforcement.

The IPMF therefore, encourages an incremental precinct approach that can be replicated to other precincts within the inner city over a short, medium to long term. Moreover, the IPMF will equally guide prioritised public/private investment, local area and precinct planning priorities and enablement mechanisms required to implement the proposals.

6.1.1. Alignment with previous and current plans

Emanating from the work undertaken previously in the CoJ Inner-City, the Johannesburg Inner-City Partnership (JICP) undertook works in relation to the Informal Trading Plan. The following vision was established for informal trading in the Inner-City:

- Well managed informal sector providing diverse retail offerings in the Inner-City.
- Informal trading to be included in land use planning and economic development strategies.
- Informal trading is limited to markets, linear markets and designated streets that are to be clearly demarcated and integrated with transportation and movement plans.
- Balancing the needs of informal traders versus the needs of other stakeholders for space to walk, safety etc.
- To ensure that we rid the city of crime and grime and to promote the informal economy, ensuring the promotion and creation of jobs.
- To facilitate development of informal trading and migration from informal to formal economy.

In addition, the City identified key areas where informal trading in the Johannesburg Inner-City Transport Masterplan (JICTMP) 2021. Over and above past initiatives the (IPMF) aligns with current planning, design and implementation initiatives within the study area. These include amongst others the following:

- Lillian Ngoyi Redevelopment Programme
- Walkable Network (JCIP)
- High Court Precinct

6.2. Key Consultation Views / Perspectives

The following section provides a synopsis of key perspectives, concerns, and recommendations raised by various stakeholders during the engagement process for the Johannesburg Inner-City Street and Informal Trading Plan. The feedback highlights a complex set of priorities, ranging from public safety and urban management to the socio-economic needs of informal traders.

6.2.1. Perspectives from City Departments and Entities

City departments and entities primarily focused on the operational, safety, and logistical challenges posed by informal trading, the need for a plan that supports effective urban management.

Table 22: Stakeholders' concerns

Stakeholder Group	Key Concerns and Perspectives
Safety & Emergency Services (Fire Department, CRUM, Health Department)	<p>Safety and Access: Major concerns regarding the negative impact of informal trading on ease of access for emergency services (Fire Department), coupled with issues like vandalism of fire hydrants. The illegal nature and scale of trading are seen as hindering official duties.</p> <p>Health and Safety: The Health Department raised specific concerns about health and safety issues in trading areas.</p>
Law Enforcement & Management (JMPD)	<p>Enforcement and Regulation: Advocated for strengthening enforcement through clear signage at non-trading zones, implementing a permit system, and utilising store numbers and trading licenses. Suggested improving market management with a dedicated on-site team and encouraging partnership between traders and police.</p>
Transport Department	<p>Need more off-street parking City-wide. Future Public Transport Facilities (Kazerne & Jack Mincer Taxi Rank).</p>
Urban Development & Logistics (JDA, PIKITUP,)	<p>Standardisation and Alignment: The JDA workshop focused on alignment with other city projects (e.g., High Court Precinct, Walkable Networks) and ensuring standardisation of street furniture and trading typologies.</p> <p>Waste Management: PIKITUP questioned the scope of responsibilities, by-laws, and whether the focus is solely on the central Inner-City.</p> <p>Implementation & Maintenance: Questioned the timeline for implementation, the lack of a clear budget plan for maintaining new infrastructure, and the need for proper surveying of proposed trading areas.</p>

6.2.2. Perspectives from Informal Traders and Advocacy Groups

The Street & Informal Traders Forum and Advocacy Groups raised **fundamental concerns** about the plan's approach to the socio-economic reality of informal trading, arguing for a more inclusive and needs-based strategy.

Table 23: Informal traders and advocacy groups' perspective

Stakeholder	Key Concerns and Perspectives
Informal Traders Forum	<p>Inclusivity and historical context: Request for a site visit to the Inner-City to observe the current reality, particularly concerning foreign nationals occupying buildings for trading and residence. Suggestion for the City to open archives to avoid repeating past mistakes (e.g., 2016 plan).</p>
CUBES (Academia)	<p>Socio-Economic Impact and Policy Alignment: Criticism labelled on the proposed plan drastically reducing the number of legal trading spaces. The plan will not make traders disappear but will repeat past failures. Assertions that the plan is focused on "street congestion and cleanliness" and fails to take sufficient consideration of traders' needs, which may contradict the Business Act, and betrays the spirit of the 2022 Informal Trading Policy, which views trading as a survivalist activity and safety net. Suggestion to consider broad sidewalks in closed areas like Braamfontein and utilising hijacked buildings as "tower markets."</p>

SERI (Advocacy)	Accommodation and Data: SERI questioned the estimated number of traders to be accommodated and the possibility of integrating previous data held by DED. Accommodation of compliant traders in the new digital system. TUHF focused on addressing challenges like overcrowding and inadequate waste disposal and suggested engaging with property owners for storage and trading assets.
------------------------	---

6.3. CID's, Business and other Interested and Affected Parties

City Improvement Districts (CIDs), Business and other stakeholders contributed specific, focused questions related to the plan's operational details and scope.

Figure 24: CID's, Business and other Interested and Affected Parties

Stakeholder Group	Key Concerns and Perspectives
City Improvement Districts (CID's)	Written responses on illegal trading activities in certain streets prohibited for street and informal trading, the following are affected CIDs: <ul style="list-style-type: none"> • Wider Maboneng Improvement District • Fashion Improvement District • Main Marshall Improvement District • Newtown Improvement District • Legae La Rona Improvement District
Nedbank (Business)	<ul style="list-style-type: none"> • Address building visibility and access • Self-regulation and self-management • Database Access: Inquired about the process for signing up to the database system of businessmen, informal traders, and entrepreneurs mentioned in the presentation.
General/Cross-Cutting	<p>Foreign Nationals: A recurring and critical issue are the status of foreign nationals who constitute a large proportion of traders but are ineligible for permits under current policy, raising questions about effective enforcement and the plan's social consequences.</p> <p>Location Viability: Questions were raised about the continued viability of specific streets (Lilian Ngoyi St, Raheema Moosa St) for informal trading.</p>

The stakeholder engagement reveals significant **tension between the City's need for order, safety, and efficient urban management** (emphasised by internal departments) and the advocacy groups' call for a socio-economically sensitive, inclusive, and accommodating plan that identifies informal trading as a vital survival mechanism.

The successful implementation of the plan will require **bridging the gap between the proposed reduction in trading spaces and the current reality**, while also addressing critical issues of safety, maintenance funding, and the status of foreign national traders.

6.4. Approach to Implementation

6.4.1. Key Service Areas to be Addressed

Considering the pre-existing challenges of an already-neglected sector, through systemic issues, the current urgency informs the approach proposed in this section, which includes **short-medium term responses, and long-term systemic changes**. The Implementation Management Framework is not only based on the technical components culminating into the Urban Design Framework for the Inner-City Street and Informal Trading Plan. Significantly, the plan **incorporates inputs, views and perspectives** from a variety of **stakeholders consulted** during the rigorous engagement process with internal and external parties.

The proposed solutions consider perspectives provided, during the extensive consultations with affected stakeholders, including informal traders' forums and committees. Below is a summary of key service areas to be addressed:

Congestion & Public Space Encroachment

- Meaningful consultation and verification processes of affected and concerned street & informal trader representatives prior to relocation.
- Designation of new trading areas, linear/street markets where viable.
- Trading to be strictly limited to demarcated trading spaces with approved permits.
- Location and sizes of demarcations to balance the interests of all stakeholders.

Unregulated Trading & Demand for Trading Spaces

- Establish numbers of existing street traders through a survey/verification process to develop and manage a digital database.
- Re-register all traders (re-issue permits as per new digital system).
- Improve regulation and control through regulation mechanisms/instruments.
- Managed Enforcement Mechanisms through Interdepartmental Coordination.

Reconceptualising key aspects of approach to improve practice

- Resourcing street trader forum and committees to consolidate and capacitate street trader organisations.
- Trader logistics, Storage facilities & Clothing trade support.
- Access to basic services (ablution facilities and emergency access).
- Innovative waste management solutions.

These key service areas highlight the need for structured interventions, including designated trading areas, improved infrastructure, and effective enforcement mechanisms.

One of the solutions proposed in the plan is to clearly demarcate trading and prohibited trading areas in the inner city. This involves:

- Designated Trading Areas:** Identifying streets and zones suitable for informal trading, ensuring they are well-integrated into the urban environment. These areas will be equipped with necessary infrastructure like trading stalls, waste management systems, and sanitation facilities.
- Prohibited Trading Areas:** Specifying streets and zones where trading is not allowed due to safety, operational, or spatial constraints. For example: mobility roads with high-speed traffic, narrow sidewalks (less than 1.5m wide), and areas within 50m of intersections, slip lanes, or ramps.
- Clear Signage and Maps:** Installing public signage and maps to guide traders and pedestrians, ensuring compliance with trading regulations.

This approach aims to balance the needs of informal traders with urban safety, accessibility, and functionality.

6.4.2. Areas proposed for Street and Informal Trading

Informal trading is concentrated in specific urban nodes and along major pedestrian corridors. Common locations for informal trade stalls include sidewalks, intersections, pedestrian zones, and transport hubs. These areas vary significantly in their infrastructure capacity and require tailored incremental solutions. The implementation plan and management framework re-emphasises the progressive **adoption of a Precinct Management Model (PMM)**. This model is highly effective for managing complex urban issues by decentralising management and focusing resources on defined geographic areas. The plan was approached making recommendations with regards to informal trade in four inner city precincts with high pedestrian traffic, namely:

- High Court Precinct
- Transport District (Noord Taxi Rank, Lillian Ngoyi, Park Station)
- Kwa-Mai-Mai Traditional Market
- Hillbrow Health Precinct

The focus was on informal trading along the streets within and surrounding priority precincts and identified areas. Informal trading typologies were assigned to each of the streets, addressing how informal trade could be supported and wherein, within the road reserve informal trading stalls could be located.

6.4.3. Restructuring and Upgrading Proposals

Significant consideration of overall infrastructure requirements needed to support informal trade activities in these precincts. These include:

- Feasibility of **placing ablution facilities** along the streets.
- Feasibility of water **infrastructure provision** along the street.
- **Waste Management** and supporting innovative waste collection along the streets.
- Recommendations about **stormwater drainage** along the streets that have been identified.
- Recommendations with regards to **street furniture** along the streets that have been identified.

These recommendations were applied to other parts of the Inner-City where informal trading occurs and could be supported by related infrastructure. The implementation management framework makes recommendations where streets and street sections have been identified in the Urban Design and Traffic Engineering reports. This was done in alignment with current initiatives of infrastructure provision with regards to informal trade in the Inner-City. One such report is the IYER report on the Lillian Ngoyi Street Concept Development of 2025.

6.4.4. Identification of Alternative Buildings to support Street and informal Trading

The scope involved the initial identification of potential / alternative buildings for trading purposes in the inner city to address oversaturation. Several public and privately owned buildings identified were proposed for repurposing to support informal trading activities, including:

1. **227 Lillian Ngoyi Street:** Suggested as a trader logistics depot with public amenities like storage lockers, toilets, and a formalised food court.
2. **117 Rahima Moosa Street:** Proposed as a multi-purpose trader support centre with permit offices, storage rooms, and an indoor micro-market.
3. **200 Lillian Ngoyi Street:** Recommended for a formalised outdoor market zone, retail incubator space, and cold storage lockers for perishables.
4. **247 Lillian Ngoyi Street:** Proposed as a micro Agro-market hub with shared cold storage and prep stations for food traders.
5. **61 Loveday Street:** Suggested as a transit food court with dry and cold storage facilities and hygiene facilities for food traders.
6. **17 Henry Nxumalo Street:** Proposed for kiosks or stalls for food vendors and crafts.
7. **90 Carr Street:** Recommended for repurposing into a safe, organised space for informal traders, including stalls for food, clothing, and other services.
8. **56 Wanderers Street:** Proposed for indoor trading stalls with proper infrastructure like electricity, water, and security.
9. **329 Commissioner Street:** Suggested for an indoor informal market space with recycling-friendly businesses and shared infrastructure.
10. **Corner Berea and Durban Street:** Proposed for a pop-up covered market, shared kitchen, and flexible event venue.

Post the identification process, detailed pre-acquisition feasibility studies need to be undertaken to take test the feasibility of acquiring these potential buildings. The aim to support a structured trading environment, to reduce congestion, and enhance the overall functionality of street and informal trading in the Inner-City.

6.4.5. Infrastructure Considerations (Water & Sanitation)

Inadequate access to clean water and sanitation poses public health risks. Traders often rely on illegal connections due to the lack of formal infrastructure.

The streets highlighted on **Map 14** consist of existing water and sewer pipelines that service the existing buildings along the streets. Water connection points and sanitation points can be connected on these streets given the following parameters:

- They must **not be located on a corner**. Street corners attract a lot of activity from pedestrians and buildings. Street utilities like street signage and traffic lights.
- They should be **located along the building line** for the safety of users
- They must **not be erected adjacent** to shop window fronts and the entrances of buildings
- On streets where trading stalls are located along the building line, as is the case with Type 1 stalls, water and sanitation points should be given the same width as is allowed for trading stalls and allow enough space for pedestrians.
- Streets that employ Type 2 stalls, that are located away from buildings are not ideal for water and sanitation points.
- On streets that employ Type 3 stalls, sanitation and water facilities should be located along the same line as stalls to allow for uninterrupted pedestrian flow.
- The planning of these facilities should be informed by pedestrian demand analysis.

Engagements with key stakeholders will help determine where these facilities should be located.

6.4.6. Sidewalk Design

Sidewalks must accommodate both pedestrian flow and trade activity. Many sidewalks in the Inner-City are too narrow, leading to congestion and safety concerns. Design guidelines recommend:

- Minimum width of 2.0m in CBDs.
- Wider walkways (up to 3.0m) in high-traffic areas and around transport hubs.

6.4.7. Street Furniture

Street furniture, including waste bins, seating, and lighting, must be durable and positioned to avoid obstructing movement.

- Weatherproof and fireproof materials should be standard.
- Placement should enhance usability without compromising circulation.

6.4.8. Solid Waste Management

Informal trade generates significant daily waste. The following systems are appropriate for different contexts:

- *Bulk Containers*: For busy hubs, serviced by large vehicles.
- *Exchange Containers*: Suited for markets; use skips or compactors.
- *Underground Containers*: Ideal for dense, heavy pedestrian areas.

6.4.9. Stormwater Drainage

Stormwater runoff must be managed to prevent flooding and health hazards:

- Use Low Impact Development (LID) techniques (e.g., porous paving).
- Ensure proper slope and pavement repair for efficient runoff.
- Install litter catchers to prevent drain blockages.

6.4.10. Safety And Accessibility Considerations

- Trading stalls must not block emergency vehicle access or create crime-prone environments.
- Infrastructure upgrades should include lighting and surveillance where appropriate.
- Conduct safety audits in all trading zones with input from community safety forums and SAPS.
- Roads should be wide enough for waste trucks to collect waste skips.
- In cases where mobile toilets are used, there should be enough driving space for vehicles to collect toilets.

Engagements with key stakeholders will determine where these facilities should be located.

6.5. Street and Informal Trading Urban Design Framework (UDF)

Most proposed interventions for the creation of an enabling and conducive working environment for street and informal traders will be implemented in the short to medium term, with an aim to make the conditions for the informal trading sector less vulnerable.

The evidence collected towards the development of the street and informal trading plan identified key factors which if addressed could drastically improve conditions for the informal sector, specifically public-space trading, in the direction of rights-based transitions of the informal economy as envisaged in ILO R204.

The key issues relating street and informal trading point towards an unconducive regulatory environment; the lack of infrastructure, enterprise support and development and for street and informal traders.

The identification and prioritisation of specific areas of intervention or projects within the study area for public investment and / or incentives in the short (S), Medium (M) and long (L) term, in order to implement the street and informal trading plan vision and objectives. The areas of intervention are prioritised, taking into account current initiatives at various levels of planning and implementation in the inner city.

6.5.1. Facility and Infrastructure Development

The facilities that will be required in on the various precincts for the incremental implementation of the street and informal trading plan include amongst others the following:

- Ablution facilities for traders where feasible as per Engineering report
- *Trading typology stalls* – compact so as not to disrupt pedestrian flow on the sidewalks.
- *Storage facilities* – storage space should be allotted to each trader where they can safely store their goods at night. Stalls – small, mobile stalls that traders can cart from their designated storage space to their designated trading lot. These stalls should be compact so as not to disrupt pedestrian flow on the sidewalks.

6.5.2. Trading Interventions – Precinct Level

The below table presents a precinct-based spatial intervention. It translates the broader trading network and map proposals into specific, street-level actions, indicating how informal trading will be reorganised, supported, restricted, or expanded in response to local spatial conditions.

Table 24: Trading Interventions at Precinct Level

Precinct	Street / Location	Intervention	Rationale	Type
High Court & Transport District Precincts	Joubert Street (Plein – Rahima Moosa)	Removal of on-street parking and widening of sidewalks; relocation of traders to one side	Severe pedestrian congestion and uneven sidewalk widths require reorganisation to prioritise movement while accommodating traders	Micro-relocation (within street)
High Court & Transport District Precincts	Joubert Street (Rahima Moosa – Helen Joseph)	Removal of parking and consolidation of traders onto wider sidewalk	Improve pedestrian flow and safety while maintaining trading activity	Micro-relocation (within street)
High Court & Transport District Precincts	Pritchard Street (Von Welligh – Goud)	Trading shifted to Kerk Street instead of extending along Pritchard	Weak trading anchors, poor continuity, and better economic potential on Kerk Street	Corridor relocation
High Court & Transport District Precincts	Von Veilegh Street (Lilian Ngoyi – Rahima Moosa)	No trading permitted; traders removed	Safety concerns and sensitivity of High Court environment	Restriction / displacement

Precinct	Street / Location	Intervention	Rationale	Type
High Court & Transport District Precincts	Von Brandis Street (Lillian Ngoyi – Rahima Moosa)	Introduction of formal linear market	High pedestrian volumes and existing informal activity suitable for formalisation	Linear market (primary corridor)
High Court & Transport District Precincts	Von Brandis Street (Rahima Moosa – Kerk)	Development of sidewalk linear market and pedestrian-friendly environment	Strong connectivity to Kerk Street and ability to absorb relocated traders	Linear market (expansion corridor)
High Court & Transit Precinct	Kerk Street	Strengthening as primary trading corridor (alternative to Pritchard)	Presence of retail anchors (Marble Towers), improved legibility, and pedestrian continuity	Primary trading corridor (relocation receiver)
High Court & Transit Precinct	Delters Street (Albertina Sisulu – Commissioner)	Inclusion as new trading street	Wide sidewalks, BRT access, and existing vibrant trading environment	New trading corridor / linear market
High Court Edge / Eastern CBD	Plein Street (Claim – Nugget)	Sidewalk expansion and strengthening of trading	High-density residential + retail activity; inefficient parking creates space	Expansion / intensification
High Court Edge / Eastern CBD	Sophie de Bruyn (Hoek Street – Nugget Street)	Recognition as trading street with upgrades (not formal market)	Strong taxi activity; flexible informal environment better suited than rigid infrastructure	Support / managed informality
Transport Precinct (Noord / MTN Rank)	Klein Street (near taxi rank)	Development of formal trading market	High accessibility and commuter footfall	Market node (nodal relocation)
Transport Precinct	Von Brandis & Lillian Ngoyi intersection	Formalised trading and structured market environment	Strategic transport and pedestrian intersection	Market node / linear market integration
Transport Precinct	Lillian Ngoyi Street	Strengthened as major trading corridor	Major taxi route and high pedestrian movement	Primary trading corridor
Hillbrow Health Precinct	Bruce Street (Block 1 & 2)	Structured trading layout with designated stalls	Need to organise informal activity and improve pedestrian flow	Structured street trading (micro-linear)
Hillbrow Health Precinct	Caroline Street	Formalised trading layout and stall allocation	Improve spatial order and safety in dense residential area	Structured street trading
Hillbrow Health Precinct	Pretoria Street	Controlled trading environment with designated areas	Balance between local economic activity and pedestrian movement	Structured street trading
CBD Core (Multiple Precincts)	Delters, Kerk, Helen Joseph, Kruis, Diagonal, Simmonds, Lillian Ngoyi, Eloff, Quartz	Identified as high-activity trading streets	High pedestrian volumes naturally support informal trading	Existing + reinforced trading corridors

Precinct	Street / Location	Intervention	Rationale	Type
CBD Core (Multiple Precincts)	Pritchard, Goud, Helen Joseph & Goud intersection	Proposed new formalised trading areas	Suitable infrastructure but low pedestrian activity (requires activation strategies)	New trading areas / expansion zones
Kwa Mai Mai Precinct	Berea Street (near Kwa Mai-Mai Market)	Limited extension of trading around existing market	Maintain concentration of cultural trading hub while improving accessibility	Controlled expansion (market-led)

6.5.3. Trading Spaces Proposals – Street Level

This section presents a detailed breakdown of the proposed informal trading interventions at a street level within the Johannesburg Inner-City. Tables 24 and 25 below translates the spatial proposals illustrated in the maps into implementable planning actions, specifying how each street segment will function within the overall trading network.

The purpose is to:

- Provide clarity on where trading will be retained, expanded, reduced, or prohibited
- Define the spatial configuration of trading (one side, both sides, or linear markets)
- Quantify the proposed trading space and estimated stall capacity
- Support implementation, management, and enforcement

This approach ensures that informal trading is not only spatially planned but also operationally defined and measurable.

The proposal accommodates approximately **13,188 sqm** of trading space and the tables below provide an indicative figure of trading stalls permitted in each of the streets in the various precinct.

The allocation is guided by the following principles:

- Reinforcement of existing high-demand trading areas
- Redistribution to reduce overcrowding and congestion
- Protection of key mobility and transport corridors
- Alignment with pedestrian movement and economic activity

Hillbrow Health Precinct

Table 25: Hillbrow Health Precinct Proposals

Street	Current Status	Proposal	Configuration	Proposed Size	Estimated Stalls	Rationale
Bruce Street (Quartz–Claim)	Informal	Extend	One side	120 sqm	40	Increase capacity in active corridor
Caroline Street (Quartz–Claim)	Informal	Extend	Both sides	120 sqm	40	High pedestrian demand
Quartz Street (Bruce–Pretoria)	Formal	Retain	Linear market	1304 sqm	435	Established market
Goldreich Street	Informal	Retain	One side	70 sqm	23	Stable activity
Pretoria Street (segments)	Mixed/Informal	Retain	Both sides	135–150 sqm	±95	Strong movement corridor
Abel Street	Informal	Retain	Both sides	600 sqm	200	Residential demand
Kotze Street	Formal	Retain	One side	60 sqm	20	Controlled trading
Tudhope Street	Informal	Retain	Both sides	200 sqm	67	Existing activity
Twist Street (Leyds–Hancock)	Informal	Reduce	One side	140 sqm	47	BRT proximity
Twist Street (Sophie–Lillian Ngoyi)	Informal	Prohibit		0 sqm	0	Taxi exit route conflict

Koch Street	None	Extend	One side	60 sqm	20	New opportunity
Hancock Street	Informal	Retain	One side	150 sqm	50	Stable corridor

Johannesburg SP / Marshalltown (CBD Core)

Table 26: Johannesburg SP / Marshalltown (CBD Core) Proposals

Street	Current Status	Proposal	Configuration	Proposed Size	Estimated Stalls	Rationale
Wanderers Street	Informal	Extend	One side	140 sqm	47	Increase capacity
King George Street	Informal/Mixed	Retain	One side	500–600 sqm	±367	Strong trading corridor
Sophie de Bruyn Street (Noord)	Formal	Retain	Linear market	3800 sqm	1267	Primary trading spine
Sophie de Bruyn Street (South)	Informal	Extend	One side	300 sqm	100	Corridor extension
Hoek Street	Formal	Retain	Linear market	2100 sqm	700	Established market
Eloff Street	Mixed	Extend	One side	1060 sqm	353	Retail linkage
Plein Street	Informal	Extend	One side	1860 sqm	620	High pedestrian volumes
Joubert Street	Mixed	Retain	Both sides	1100 sqm	367	Key connector
Klein Street	Informal	Reduce	One side	60 sqm	20	Taxi rank access
Edith Cavell Street	Informal	Retain	Linear market	120 sqm	40	Stable
Fraser Street	Informal	Extend	Linear market	120 sqm	40	Growth opportunity
Lillian Ngoyi Street	Informal	Extend	One side	1400 sqm	467	Major activity corridor
Loveday Street	Informal	Prohibit	—	0 sqm	0	Weak integration
Von Brandis Street	Informal	Retain/Prohibit	Linear	240 sqm	80	Partial restriction
Rahima Moosa Street	Informal	Reduce	One side	120 sqm	40	Safety concerns
Diagonal Street	Formal/None	Retain/Extend	One side	90–200 sqm	97	Connector role
Kerk Street	Formal	Retain	One side	800 sqm	267	Stable corridor
Pritchard Street	None	Extend	One side	320 sqm	107	Underutilised
Von Wielligh Street	Informal	Mixed	One side	0–420 sqm	140	Controlled expansion
Delvers Street	Informal	Retain	Linear market	1100 sqm	367	Primary trading spine
Helen Joseph Street	Informal	Extend	One side	700 sqm	233	High pedestrian flow
Albertina Sisulu Road	Mixed	Extend/Retain	Mixed	120–360 sqm	120	Transport corridor

Controlled / Restricted / Strategic Streets

Table 27: Prohibited and Controlled streets

Street Name	Current Status	Proposal	Proposed Size	Estimated Stalls	Key Rationale
Loveday Street	Informal	Prohibit	0	0	Weak integration, no anchor
Von Brandis (section)	Informal	Prohibit	0	0	Poor connectivity

Rahima Moosa (west section)	Informal	Reduce	120	40	Safety concerns near High Court
Von Veilegh (section)	Informal	Prohibit	0	0	Movement conflicts
Twist (Taxi route)	Informal	Remove	0	0	Taxi movement priority

Key Trading Corridors & Extensions

Table 28: Trading Corridors and Extensions

Street Name	Current Status	Proposal	Stall Location	Proposed Size (sqm)	Estimated Stalls
Kerk Street	Formal	Retain	One Side	800	267
Pritchard Street	None	Extend	One Side	320	107
Von Veilegh (CBD section)	Informal	Extend	One Side	420	140
Delvers Street	Informal	Retain	Linear Market	1100	367
Helen Joseph Street	Informal	Extend	One Side	700	233
Albertina Sisulu Street	Mixed / None	Extend / Retain	Mixed	120–360	40–120

The tables present a comprehensive, **street-level analysis of informal and formal trading** within the Johannesburg Inner-City. They capture the existing conditions of trading across various precincts, including Hillbrow Health Precinct and the Johannesburg CBD (Marshalltown). It distinguishes between formal trading facilities and informal street trading, providing a clear understanding of the current trading landscape.

Streets are categorised based on whether trading is formal, informal, or mixed, reflecting the diversity of trading environments within the Inner City.

The proposal column outlines the recommended planning intervention for each street segment. These interventions are classified as retain, extend, reduce, or prohibit. Streets identified for retention are those where trading is already functioning effectively and can continue without significant modification. In contrast, streets proposed for extension are areas where additional capacity can be accommodated. Reduction is applied in areas where trading currently exceeds the capacity of the street, resulting in congestion, safety concerns, or conflicts with movement systems. Prohibition is reserved for streets that are unsuitable for trading, typically due to their role as major transport corridors, taxi routes, or areas lacking sufficient economic or spatial support.

The rationale column explains the reasoning behind reductions or prohibitions, often referencing factors such as proximity to major transport infrastructure, safety concerns, or poor integration within the broader trading network. For instance, trading may be reduced or removed near taxi rank entrances or BRT stations to ensure that movement is not obstructed. Similarly, streets with weak economic linkages or limited pedestrian activity may be deemed unsuitable for trading. This rationale ensures that all decisions are transparent, evidence-based, and defensible within a planning and policy context.

From a strategic perspective, the table achieves several key objectives. Firstly, it ensures that informal trading is spatially organised and balanced, reducing overcrowding in high-pressure areas while introducing opportunities in underutilised locations. Secondly, it enhances urban functionality by aligning trading with movement systems and infrastructure capacity, thereby minimising conflicts between traders, pedestrians, and vehicles. Thirdly, it supports economic inclusion by maximising the number of traders that can be accommodated in viable locations. Finally, it provides a clear and practical framework for implementation, enabling municipal departments to manage, regulate, and support informal trading more effectively.

Priority Areas and identified intervention and short to medium implementation

Table 29: Priority Areas and Identified Intervention

Intervention	Description / Motivation	Planning Requirements	Status	Timeframe (S-M-L) Term
Delvers Street	<ul style="list-style-type: none"> • Partial Road Closure • Linear Market 	<ul style="list-style-type: none"> • Inner City Street and Informal Trading Plan • Relevant Precinct Plan/s 	Initiation	M
Twist Street	<ul style="list-style-type: none"> • Relocating informal traders to nearby designated trading zones 	<ul style="list-style-type: none"> • Inner City Street and Informal Trading Plan • Relevant Precinct Plan/s 	Proposal	M
Joubert Street	<ul style="list-style-type: none"> • Remove on street parking along eastern side 	<ul style="list-style-type: none"> • Inner City Street and Informal Trading Plan • Relevant Precinct Plan/s 	Proposal	M
Von Brandis Street	<ul style="list-style-type: none"> • Linear market 	<ul style="list-style-type: none"> • Inner City Street and Informal Trading Plan • Relevant Precinct Plan/s 	Proposal	M

6.6. Implementation Models and Mechanisms for the Inner-City Street and Informal Trading Plan

This section unpacks the proposals within the City of Johannesburg's (COJ) Implementation Plan and Management Framework (IPMF), providing a detailed considerations of possible implementation models and specific mechanisms required for successful execution. The proposed incremental precinct approach serves as the foundation, which can be strengthened by integrating elements from established South African and international best practices.

6.6.1. Foundational Implementation Model: The Precinct Management Model (PMM)

Great emphasis through the engagement process has been placed on COJ to adopting an "incremental precinct approach" which strongly suggests the adoption of a Precinct Management Model (PMM). This model is highly effective for managing complex urban issues by decentralising operational management to affected and concerned stakeholders while focusing resources on defined geographic areas.

Precinct Management generally involves the use of private-public partnerships, like CIDs, or similar types of community-based partnership structures. Such partnerships are tasked with ensuring a shared efficient management and maintenance approach of the precinct and promoting a sense of ownership by the community.

Precinct management at its core is about recognising the importance of operational management and planning accordingly. Despite the presence of precinct plans and even economic tools and incentives, or public investments, a precinct may still fail to develop into a thriving urban space. Precinct management is needed to provide an immediate and on-going improvement in the environment, to instil confidence, and to identify what is needed to make these spaces successful on a day-to-day basis.

6.6.2. Role, benefits and challenges of municipal precinct management

Like in most municipalities and metros around the country, their ability to deliver high levels of service across all areas is being challenged by many varied social and economic factors. The CoJ like most municipalities face a myriad of issues, including service delivery backlogs and existing infrastructure in urgent need of maintenance.

In addition, they are tasked with addressing historical spatial inequalities and fostering the development of more inclusive cities. While the municipality is tasked with broader urban planning and management, there is

growing recognition that a different kind of operational management is needed to support municipal investments in key urban locations.

Effectively “Managed” precincts are a mechanism increasingly being used to manage areas positively and provide additional top-up services, usually paid for by levies on those who benefit from them through enjoying a potentially higher quality and value urban environment. One benefit includes improved investment and retention, and growth of property values, which in turn may increase tax income for the municipality. There are many anecdotes of new public infrastructure provided, which has failed to achieve their intended benefits to the surrounding community.

Moreover, in many cases insufficient provision was made for operational maintenance, and the services succumbed into disrepair. The City must play a key role in guiding, supporting and monitoring precinct management entities or CIDs. The level of involvement will vary according to the individual context and needs of each precinct. The involvement of local stakeholders and community from conception are important in creating a successful Precinct Management organisation. A partnership with local property owners and community stakeholders is thus, important in achieving the vision contained within precinct plans.

6.6.3. Key Components of Precinct Management Model

The table below provides some of the critical components of the PMM, with the associated descriptions of each component as well as proposed mechanisms to implement the proposals:

Table 30: Key Components of Precinct Management Model

Component	Description	Mechanism to Implement COJ Proposals	Supporting Departments/Resources
Defined Governance Structure	A dedicated, localised management entity (e.g., a Precinct Management Team or a Public-Private Partnership with CIDs) responsible for the specific precinct.	Establish a Precinct Management Forum in each designated area, comprising City officials (JMPD, Pikitup, Health), CID representatives, and elected Informal Trader representatives officially elected through legal structures. The forum is obligated to report status quo, issues, and challenges to Council.	JMPD, Pikitup, Health; Elected Trader Representatives; Council oversight. Key resources: staffing, meeting facilities, communication tools.
Area-Specific Planning	Development of a detailed, micro-level plan for the precinct, including demarcation, infrastructure, and movement plans.	Implement Urban Design Frameworks for each precinct, taking into account the number of traders operating legally in each space. Include standardised street furniture and trading typologies.	DED, JDA, JRA; Resources: mapping/GIS support, planning staff, infrastructure design tools.
Localised Service Delivery	Direct provision of services (waste removal, cleaning, security) tailored to the precinct's needs, often exceeding standard municipal levels.	Implement a “Clean-as-you-Trade” program with dedicated Pikitup resources and trader-led waste management teams. Incorporate recyclers in partnership with the City and fund operations through a portion of trading fees.	DED, Trader Associations, JMPD; Resources: cleaning crews, equipment, waste bins, recycling support, funding allocation.

Localised Enforcement	Consistent, visible enforcement of by-laws by a dedicated team, focused on compliance rather than punitive measures.	Introduce Precinct Compliance Officers (PCOs) who work closely with the Precinct Management Forum. Ensure compliance with signage at non-trading zones and the permit system.	DED, PCOs, Precinct Forum; Resources: training, uniforms, communication devices, enforcement equipment.
------------------------------	--	---	--

6.6.4. Supporting Implementation Model: The Integrated Management Model (IMM)

In order to address the systemic and socio-economic challenges highlighted by advocacy groups like CUBES and SERI during the engagement process, the PMM must be supported by an Integrated Management Model (IMM). This model, often proposed within the South African context in informal trading research, places emphasis on a holistic approach to the informal sector's management and development.

Table 31: Integrated Management Model

COJ Challenge/Proposal	Integrated Management Model Mechanism	Implementation Action	Supporting Departments/Resources
Systemic Integrity & Corruption (Limitation)	Integrated Digital Registration and Compliance System	Develop a secure, centralized digital platform for trader registration, permit renewal, and rental payment. Ensure transparency and auditability to mitigate stall sub-letting and rental corruption.	IT Department, JMPD, Pikitup; Resources: digital infrastructure, trained data officers, software maintenance, audit protocols.
Socio-Economic Impact (Advocacy Concern)	Trader Training and Skills Development	Implement mandatory training modules for registered traders on business management, financial literacy, and health/safety standards. Facilitates migration from informal to formal economy.	Local training providers, JMPD, Health; Resources: training facilities, trainers, materials, scheduling, monitoring.
Foreign National Status (Critical Issue)	Policy Advocacy and Phased Accommodation	Track and support foreign national traders compliant with all other by-laws, while advocating for national/provincial policy frameworks addressing their legal trading status.	Legal Department, Policy Units, JMPD; Resources: tracking systems, reporting tools, liaison officers.
Infrastructure Maintenance (Concern)	Infrastructure Maintenance Trust Fund / Similar Vehicle	Dedicated unit for trading permit fees and CID contributions for infrastructure maintenance, ensuring long-term sustainability.	JDA, JRA, Pikitup; Resources: financial management staff, accounting systems, maintenance teams, monitoring protocols.
Accommodation of Traders (CUBES/SERI Concern)	Innovative Space Utilisation	Pilot innovative trading spaces (e.g., tower markets, widened sidewalks), ensuring allocation considers the number of legally registered traders.	DP, JDA, JMPD, Trader Associations; Resources: site assessments, design expertise, mapping/GIS, trader liaison officers.

6.6.5. The Policy and Legal Mechanism: The Policy Alignment and Review Framework

The IPMF is limited by its inability to amend foundational legislation and by-laws. Therefore, a Policy Alignment and Review Framework is a necessary mechanism to ensure the long-term viability and legality of the plan. In compliance with S6A (2) (b) and (c) (i) and (ii) of the Businesses act, the City is legally bound to ensure a stakeholder engagement process is undertaken with the affected stakeholders.

Although there has been some level of engagement in the past with concerned street and informal traders, the City continues to face challenges from legal representatives of traders regarding the process followed, despite the fact that all the stakeholders were extensively engaged on all aspects of the process.

Table 32: Policy Alignment and Review Framework (PARF)

Policy Alignment and Review Mechanism	Description
Legislative Review Mandate	The IPMF must include a formal, mandated process to regularly review the existing by-laws and the Business Act to identify contradictions and to initiate the necessary amendments. Important for the review process to be driven by the Implementation Plan findings and stakeholder input.
Data Integrity and Sharing Protocol	A mechanism to integrate data from various city departments (DED, JMPD, Health) and historical archives (as requested by the Informal Traders Forum) is crucial. This addresses the limitation of inaccurate rental rolls and the need for reliable data on trader accommodation
Political Alignment Protocol	Establishing formal municipal protocols that can withstand political change to ensure continuous communication and alignment with the political leadership and evolving resolutions. This mitigates the risk of the plan's long-term stability being compromised by political shifts.

6.7. Operational Model

6.7.1. Selection of an Operational Model

The selection of Operational Plan for street and informal trading requires a comprehensive and integrated approach that balances economic development, urban planning, public safety, and social inclusion. A successful plan moves beyond mere regulation to actively support the informal economy as a vital part of the urban landscape.

The fundamental consideration in selecting an effective operational model is dependent on the need for a single, overarching point of responsibility which guides the management and vision for the area as well as upgrading interventions. The operational model has direct implications on funding options and human capital. This is noting past and present implementation capacity constraints.

The following key considerations, drawn from some of the best local and international practices in urban and informal trading management, are essential for selecting for an effective operational plan:

6.7.2. Policy and Legislative Framework

The operational plan must be firmly rooted in a clear, supportive, and enforceable policy and legal framework, the table below highlights, key considerations in terms of policy and legislative framework.

Consideration	Description	Key Operational Impact
Legal Status and Recognition	The plan clearly defines the legal status of informal trading and the rights and responsibilities of traders. This moves the activity from a marginal or illegal status to a recognised economic sector.	An established basis for issuing of digital permits, collecting fees, and providing services.
Clarity of By-Laws and Regulations	Regulations must be simple, transparent, and consistently applied. They should cover permitted trading hours, noise levels, waste disposal, and product safety.	Ensures fair and equitable enforcement, reducing opportunities for corruption and conflict.
Stakeholder Consultation	The policy formulation process must include active participation from informal trader forums and associations, community groups, formal businesses, and relevant municipal departments.	Adopt a sense of ownership and legitimacy, leading to better compliance and management.

6.7.3. Spatial Planning and Allocation

The physical location and organisation of street and informal trading activities is central to operations management, directly impacting on public space, pedestrian flow, and trader viability.

Table 34: Spatial Planning and Allocation

Consideration	Description	Key Operational Impact
Designated Trading Areas	The plan identifies and designates specific areas for trading, distinguishing between high-traffic economic centres and local community markets.	Prevents conflict with formal businesses and ensures public access and safety.
Equitable Allocation Criteria	A transparent and fair system for allocating trading bays or permits is crucial. This often involves a database of traders and criteria based on need, type of trade, and local economic impact.	Minimises disputes and ensures that trading opportunities are distributed fairly.
Infrastructure and Facilities	The plan must detail the provision of basic infrastructure, such as weather protection, electricity access, water, and ablution facilities, which are essential for health and safety.	Improves the quality of the trading environment and the hygiene of products sold.
Traffic and Pedestrian Flow	Trading locations must be selected and managed to ensure they do not obstruct emergency services, pedestrian movement, or vehicular traffic.	Maintains public order and safety.

6.7.4. Integrated Service Delivery

An effective operational plan requires an integrated approach to deliver municipal services and create a conducive trading environment, which is a core component of operational management.

Table 35: Integrated Service Delivery

Service Area	Operational Requirement	Timeframe (S-M-L)
Cleansing and Waste Management	A dedicated and regular system for solid waste removal and cleaning of trading areas is necessary to maintain hygiene and aesthetics.	S
Security and Safety	Provision of security services - JMPD, and law enforcement to ensure the safety of traders and customers, particularly during peak hours.	S
Maintenance of Facilities	A clear maintenance schedule and responsible party for all trading facilities (stalls, ablutions, lighting) to ensure long-term functionality.	S
Money Collection	A secure and transparent system for the collection of trading fees or site rentals, which should be reinvested into the trading environment.	S

6.7.5. Management and Enforcement Model

The structure for implementing and enforcing the plan determines its day-to-day success. A multi-departmental approach is typically required, involving various city departments and entities.

Table 36: Operational Impact

Service Area	Operational Requirement	Key Operational Impact	Timeframe (S-M-L)
Multi-Departmental Coordination	The plan must clearly delineate the roles and responsibilities of all involved departments (e.g., Economic Development, City Planning, JMPD, Utilities) to avoid duplication or gaps in service delivery.	Streamlines operations and ensures a holistic approach to management.	S - M
Enforcement Strategy	Enforcement should prioritise developmental and remedial steps over punitive measures. Training for enforcement officers on the policy's intent and content is critical.	Builds trust with the trading community and focuses on compliance rather than conflict.	S - M
Trader Participation	The plan should incorporate a mechanism for trader associations to participate in the management and maintenance of their trading areas, fostering self-regulation and partnership.	Reduces the burden on municipal resources and increases trader accountability.	S - M

6.7.6. Economic and Developmental Support

As a long-term measure, the operational plan must include strategies to support the growth and formalization of informal businesses, taking into account the diverse needs of traders (e.g., survivalist vs. stable businesses).

Table 37: Economic and Developmental Support

Support Area	Operational Requirement	Timeframe (S-M-L)
Business Skills and Training	Provision of business literacy, financial management, and technical training to help traders grow their operations.	L
Access to Finance and Markets	Facilitating access to financial services and providing marketing and product diversification support.	L
Developmental Projects	Implementing pilot projects to test new models for quantifying the city's contribution and supporting the establishment of economic activity opportunities.	L

By addressing these five interconnected areas, Policy, Spatial Planning, Service Delivery, Management, and Development, an operational management plan can effectively integrate street and informal trading into the urban economy, ensuring both public order and economic opportunity.

6.7.7. Operational Model for Informal Trading Management

The operational model provides a practical framework to support the day-to-day management, regulation, and support of informal trading within the Inner City. It is intended to ensure that informal trading areas function in a lawful, orderly, and safe manner, while supporting livelihoods and economic activity. The model is aligned with existing City policies, by-laws, and institutional arrangements and is designed to be implementable within current municipal structures.

6.7.7.1. Daily Operational Routines

Daily operations within designated informal trading areas will be coordinated by the Department of Economic Development (DED), in collaboration with Johannesburg Metropolitan Police Department (JMPD), Environmental Health, and relevant City entities.

Daily operational routines include:

- Verification of trader permits and allocation of approved trading spaces.
- Monitoring of compliance with designated trading boundaries and no-trading zones.
- Oversight of cleanliness, waste disposal, and functionality of sanitation facilities.
- Management of pedestrian movement to ensure accessibility and safety.
- Recording of operational issues, incidents, and maintenance needs.

Operational oversight will be conducted through routine site inspections, supported by ward-based operational teams where applicable. Operational activities will be scheduled to align with peak trading periods and transport activity.

Escalation Processes for Non-Compliance

A graduated escalation approach will be applied to address non-compliance in a fair, transparent, and consistent manner.

The escalation process includes:

1. **Verbal warning and guidance**, issued on-site, to inform traders of non-compliance and corrective actions required.
2. **Written warning**, recorded against the trader's permit or registration details if non-compliance persists.
3. **Administrative enforcement action**, which may include fines, confiscation of goods, or suspension of trading rights in accordance with applicable by-laws.

4. **Final enforcement action**, including permit withdrawal or relocation, where repeated or serious non-compliance occurs.

Escalation processes will be implemented in line with City by-laws and standard operating procedures and will prioritise corrective action before punitive measures.

6.7.7.2. Enforcement Protocols

Enforcement within informal trading areas will be carried out primarily by JMPD, supported by DED and other relevant departments. Enforcement protocols aim to ensure consistency, legality, and proportionality.

Key enforcement principles include:

- Enforcement limited to designated trading regulations and by-law provisions.
- Clear identification of enforcement officers during operations.
- Documentation of enforcement actions for accountability and record-keeping.
- Coordination between departments to avoid duplication and conflicting actions.
- Respect for trader rights and due process.

Enforcement activities will focus on maintaining public safety, ensuring accessibility, and preventing encroachment into no-trading zones, emergency access routes, and building entrances.

6.7.7.3. Training and Capacity-Building Requirements

Effective implementation of the operational model requires targeted training for both City officials and informal traders.

Training for City officials will include:

- Application of informal trading by-laws and policies.
- Conflict management and stakeholder engagement.
- Operational coordination and reporting procedures.
- Health, safety, and emergency response protocols.

Training for informal traders will include:

- Permit conditions and compliance requirements.
- Health and hygiene practices.
- Waste management and environmental responsibility.
- Basic business and financial management skills.

Training programmes will be coordinated by the Department of Economic Development in partnership with relevant City departments, NGOs, and training providers.

6.7.7.4. Funding Model

The operational model will be supported through a combination of existing municipal budgets and supplementary funding mechanisms.

Primary funding sources include:

- Allocations from the City's operating and capital budgets.
- Cost recovery mechanisms linked to permits or service usage, where applicable and legally permissible.
- Contributions from City entities and precinct management structures such as City Improvement Districts (CIDs).
- Partnerships with external stakeholders, including development agencies and the private sector.

Funding will prioritise essential operational functions such as enforcement, sanitation services, maintenance, and trader support programmes. Detailed costing and funding allocations will be determined during the implementation phase and through annual municipal budgeting processes.

6.7.7.5. Review and Continuous Improvement

The operational model will be reviewed periodically to ensure effectiveness and alignment with changing conditions in the Inner City. Feedback from traders, enforcement agencies, and other stakeholders will inform operational adjustments, improved coordination, and refinements to procedures.

6.8. Proposed Management Models

Table 38: Proposed Management Models

Model	Primary Advantage	Primary Disadvantage (Risk)	Research-Informed Critique
City Improvement District (CID)	High capacity for operations, maintenance, and security, funded by property levies.	Risk of exclusion, displacement, and lack of democratic accountability to traders.	Research indicates CIDs often lead to the eviction or prohibition of street traders, as seen in parts of Johannesburg and Cape Town. The model prioritises property owner interests over the informal economy's developmental needs.
Community Trust Model	High level of trader inclusion and ownership, fostering self-regulation and accountability.	High risk of capacity constraints (financial, managerial) and reliance on external subsidies.	While inclusive, these models require significant initial capacity building and a clear, sustainable financial model to avoid collapse.
Municipal Area-Based Management	Direct institutional control, ensuring alignment with City policy and by-laws.	Prone to the existing "capacity constraints" and "policy fragmentation" within the City, leading to inconsistent implementation.	The institutional location of street trading management has historically been problematic in CoJ, often failing to integrate economic development, planning, and transport functions.

6.9. Operational Model Proposal

The core challenge, as highlighted by both the internal assessment and external engagement, is the need to move beyond restrictive, enforcement-led approaches towards a sustainable, developmental, and integrated management model. The three main models for consideration: a private sector-driven City Improvement District (CID) model, a community trust model, and a municipal area-based management model. In this section, our proposals blend these options into a Hybrid Co-Management Framework designed to leverage private and community capacity while ensuring the City maintains a developmental and inclusive policy mandate.

6.9.1. Core Proposal: The Hybrid Co-Management Framework

To progressively respond to the City's capacity constraints and mitigate inherent risks of exclusion in purely private models, we propose a **Hybrid Co-Management Framework** that institutionalises a partnership between the City, the private sector, and trader associations.

6.9.2. Institutional Alignment: The Informal Economy Management

Proposal 1: Strengthen Informal Economy Management Unit

Noting that the Department of Economic Development (DED) already has an Informal Trading Unit, it is recommended that the unit be strengthened. The approach should focus on capacitating the existing unit and expanding its mandate to include developmental and facilitative functions, integrating roles currently spread across Planning, Transport, and Environmental Health.

- **Location:** The unit should remain within DED as a dedicated unit.

- **Mandate:** Expand the mandate of the existing Informal Trading Unit within the Department of Economic Development to go beyond regulation and enforcement. The expanded mandate should include developmental support to traders, facilitation of day-to-day trading operations, and improved coordination between City departments involved in informal trading. This will reduce duplication of functions across departments and support a more coordinated and practical approach to managing informal trading across the city.
- **Decentralisation of services:** Implement area-based management, assigning dedicated staff to specific trading precincts. This ensures localised support while maintaining accountability to the City.

6.9.2.1. Operational Models: Performance-Based Co-Management

The City should use its tendering process to establish performance-based contracts that mandate inclusion and developmental outcomes, regardless of the operational partner.

Proposal 2: Implement Performance-Based Co-Management Contracts

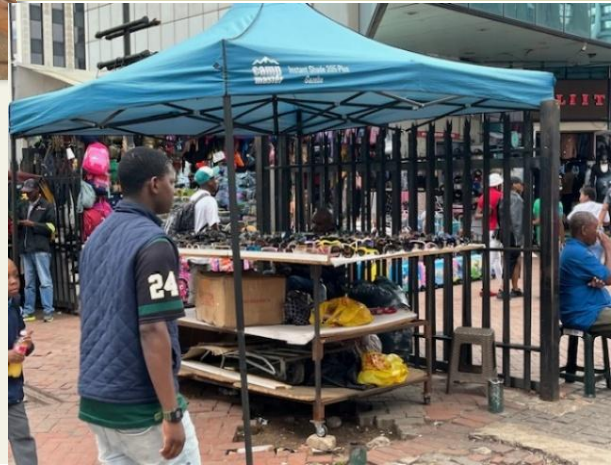
The choice of operational model should be determined by the market type and location, but all contracts must adhere to a common set of Key Performance Indicators (KPIs) focused on cleanliness, security, and trader development.

The table below highlights two models A and B for consideration based on co-management performance contracting:

Table 39: Models A and B for Consideration

Model	Description	Application	Key Requirement
Model A: Commercial Operator Co-Management	Head lease with a commercial operator (independent company or CID) responsible for operations and maintenance.	High-density, high-revenue markets (e.g., transport nodes, inner-city core).	Mandatory Co-Management Committee: The operator must establish a formal Co-Management Committee with a minimum of 50% representation from a recognised Trader Association. The contract must include a clause for developmental support (e.g., business training, infrastructure upgrades).
Model B: Trader-Led Co-Management (Community Trust)	Head lease with a recognised Trader Association or Community Trust, responsible for all aspects.	Emerging markets, community markets, or areas with strong existing trader organisation.	Capacity Building Support: The proposed unit must provide dedicated, time-bound technical and financial management support to the association to ensure sustainability and compliance. Rental should be nominal until financial sustainability is proven.

The development of an Operational and Management Plan for Street and Informal Trading is a critical opportunity for the City of Johannesburg to foster a truly inclusive urban economy. By adopting the Hybrid Co-Management Framework, establishing the Informal Economy Management Unit, and implementing performance-based contracts, the City can effectively address its internal capacity constraints while ensuring that the management of the informal economy is developmental, inclusive, and financially sustainable.



INCENTIVES



7. INCENTIVES

The table below outlines the proposed incentives and support measures intended to strengthen informal trading within the City of Johannesburg. These interventions aim to improve trading conditions, enhance operational efficiency, promote regulatory compliance, and create an enabling environment for sustainable economic participation. Each incentive is accompanied by a brief description, the responsible institutional role-players, and the expected implementation timeframe to guide effective planning and execution.

Table 40: Incentives

Incentive Mechanism	Description (Behaviour-Linked)	Requirements	Validity / Review Period
Priority Access to Designated Trading Areas & Upgraded Infrastructure	Access to formalised trading bays, kiosks, shelters, waste facilities, water access and secure trading spaces is granted as an incentive for compliance.	Traders must be registered, operate within demarcated trading areas, and comply with by-laws and allocation conditions.	Reviewed annually
Digital Trading Permits (Smart Cards)	Digitised permits enable easier renewals, reduced processing time and improved security.	Issued only to comply with registered traders operating in approved locations.	Valid for permit cycle (annual)
Conditional Business Support & Skills Development	Business training and skills development are offered as incentives to improve compliance and professionalism.	Available only to traders with valid permits, no outstanding violations, and operating in allocated spaces.	Programme-based (6–12 months)
Preferential Access to Micro-Finance & Funding	Facilitation of access to funding opportunities for compliant traders to grow or formalise operations.	Linked to compliance history, permit validity and participation in City training programmes.	Subject to funding windows
Compliance-Based By-law Guidance & Advisory Support	Targeted compliance support and advisory services provided to encourage sustained adherence to trading rules.	Ongoing compliance and participation in City-led workshops.	Ongoing, reviewed quarterly
Incentivised Market Typologies (Weekend, Night & Event Markets)	Access to higher-value trading opportunities such as night and event markets used as a reward for good compliance records.	Allocated to traders with consistent compliance and positive conduct records.	Event-based / seasonal
Formal Trader Representation & Participation	Participation in trader forums and committees reserved for compliant traders to encourage peer accountability.	Valid permit, compliant trading history, and adherence to forum codes of conduct.	Reviewed annually
Enhanced Safety,	Improved cleaning, lighting and security	Applies to areas where traders collectively comply with trading conditions.	Ongoing, performance-based

Incentive Mechanism	Description (Behaviour-Linked)	Requirements	Validity / Review Period
Cleanliness & Services	prioritised in compliant trading zones.		
Fair Allocation & Retention of Stalls	Retention of allocated stalls used as an incentive for compliance; non-compliance results in withdrawal.	Adherence to "one trader, one stall" policy and no illegal sub-letting.	Permit cycle-based
Targeted Support for Vulnerable Groups	Inclusive support mechanisms provided within the incentive framework to promote equitable participation.	Compliance with permit conditions and participation in approved programmes.	Programme-based



INVESTOR PACKAGES



8. INVESTOR PACKAGES

The investor packages for this study aim to incentivise private sector involvement in installing and maintaining informal trading structures within the Johannesburg Inner-City. These structures can be used for outdoor advertising, creating a mutually beneficial arrangement where businesses gain visibility while supporting informal traders.

8.1. Types of Investment

For the Johannesburg Inner-City informal trading infrastructure initiative, the most relevant types of investments for the informal sector are:

✚ Fixed Asset Investment

Investors directly fund the construction, installation, and maintenance of market stalls, and trading shelters. This provides long-term investment returns through rental income, advertising revenue, and control over operational branding.

✚ Public-Private Partnership (PPP) Investment

Investors collaborate with the CoJ to co-finance infrastructure, ensuring shared responsibility. This model balances risk, provides municipal support, and allows for tax incentives, making the investment more attractive.

✚ Sponsorship & Branding Investment

Companies sponsor the development of trading spaces in exchange for advertising rights on stalls, shelters, and markets in high-foot-traffic areas. This investment offers strong corporate visibility while contributing to economic development.

✚ Lease Investment Model

Investors develop structured market stalls and lease them to informal traders. Revenue is generated through affordable rental agreements, ensuring recurring income while stabilizing the informal trading environment.

✚ Cooperative Investment Model

Multiple investors, including businesses and community organisations, pool resources to co-develop trading infrastructure. This approach promotes shared ownership and inclusive investment, ensuring equitable financial returns.

✚ Venture Capital & Impact Investment

Investor's fund small-scale entrepreneurs or innovative informal sector businesses, such as mobile payment solutions or eco-friendly stalls. This model encourages scalability, sustainability, and social impact.

NB: Each model can be adapted based on investor risk appetite, expected returns, and social impact goals

8.2. Investment Incentives

Table 41: Investment Incentives

Incentive Category	Definition	Benefits for Investors	Timeframe S-M-L
Outdoor Advertising Rights	Investors will gain exclusive branding rights on market stalls located in high-foot-traffic areas such as Noord Taxi Rank, MTN Taxi Rank, Wanderers Street, and Park Station. These stalls serve as natural marketing platforms due to the heavy daily pedestrian movement, maximizing brand visibility.	Companies benefit from high-exposure advertising in densely populated urban zones, ensuring that their brands reach thousands of commuters daily.	M
Tax Benefits	Investors participating in infrastructure projects may qualify for Urban Development Zone (UDZ) tax	Corporations and private investors enjoy financial savings by leveraging tax deductions,	L

Incentive Category	Definition	Benefits for Investors	Timeframe S-M-L
	incentives, which allow deductions on capital investments in designated Inner-City areas. Additionally, corporate tax deductions on social development projects can apply, helping companies reduce their taxable income.	lowering the cost of investment while contributing to urban renewal.	
Government Partnership Support	Collaborating with the CoJ and municipal agencies ensures streamlined approvals and regulatory support. Investors who align with government-led informal trading revitalisation projects may also receive priority consideration in future development initiatives.	Investors gain direct support from municipal bodies, reducing bureaucratic delays and enhancing project feasibility.	M
Revenue Generation Models	Investors can generate income through rental fees paid by informal traders who utilise market stalls. Additionally, investors can monetize advertising space by leasing branding areas to third-party businesses.	These structured revenue models provide long-term financial returns, ensuring steady income from rentals and advertising agreements.	L
Corporate Social Responsibility (CSR) Recognition	Companies that invest in informal trading infrastructure will be recognised for supporting entrepreneurship, local economic growth, and job creation. The initiative aligns with South Africa's Broad-Based Black Economic Empowerment (BBBEE) framework, enhancing corporate profiles in social impact projects.	Investors improve their BBBEE scores, gain community goodwill, and establish themselves as champions of inclusive economic development.	M
Long-term Site Management Agreements	Investors may secure long-term agreements that grant them operational control over market stalls, including managing maintenance and upgrades. These agreements ensure consistent business involvement and long-term returns	Guarantees investment security and control over asset management, allowing investors to protect and enhance the value of their trading structures.	L
Priority Access to Future Development Projects	Investors who successfully participate in informal trading infrastructure may receive preferential access to new urban development projects, including retail precincts, pedestrian markets, and transport-linked business hubs.	Early-mover advantage in Johannesburg's ongoing urban development efforts, ensuring participation in high-value projects before competitors.	L

8.3. Investment Opportunities

Investors play a critical role in shaping Johannesburg's informal trading sector by funding infrastructure development, ensuring safer, more efficient trading environments, and driving urban renewal. Through stall installations, improved waste management systems, and security enhancements, investors create sustainable spaces that benefit both vendors and consumers.

Participation also extends to outdoor advertising, where high-foot-traffic areas provide prime branding opportunities for corporate sponsors. Revenue streams are diverse, ranging from advertising partnerships to rental income from trading stalls, with the added incentive of government-backed tax benefits through public-private collaborations.

By supporting informal trading infrastructure, investors contribute to economic inclusion, urban revitalisation, and business expansion, ensuring long-term returns while fostering vibrant and structured commercial hubs.

Table 42: Investment Opportunities

Investment Opportunity	Scope	Benefits for Investors	Timeframe S-M-L
Trading Stall Development	Installation of structured weatherproof stalls in designated trading areas to accommodate informal traders.	Long-term rental income, sustainable market space management, and urban revitalization.	M
Storage Facility Investment	Establishing secure storage units to assist traders in managing inventory efficiently.	Revenue from rental fees, enhanced trader productivity, and long-term asset value growth.	S
Waste Management Systems	Partnering with city authorities to set up waste disposal and sanitation services in trading hubs.	Corporate social responsibility (CSR) gains, municipal incentives, and environmental impact reduction.	S
Lighting & Security Enhancements	Installation of safety infrastructure, including street lighting and surveillance systems for trader security.	Improves safety, enhances consumer confidence, and contributes to structured urban investment.	M
Outdoor Advertising & Sponsorship	Branding opportunities for investors through advertising on stalls and trading spaces in high-foot-traffic areas.	High-exposure marketing, long-term brand visibility, and alignment with social impact initiatives.	M
Market Space Rental Model	Investors lease out structured stalls and designated market zones for traders.	Recurring revenue, structured precinct management, and financial stability from trader lease agreements.	M
Public-Private Partnerships (PPP)	Investors collaborate with the CoJ to develop informal trading infrastructure.	Shared investment risk, government-backed incentives, and regulatory approvals for sustainability.	S
Retail Expansion & Sector-Based Investment	Funding sector-specific trading spaces for fashion, textiles, food, and agricultural traders based on precinct dynamics.	Strategic business positioning, direct engagement with high-demand consumer groups, and diverse sector investments.	S

8.4. Investor Classification by Precinct for Informal Trading Infrastructure

This table outlines the relevant investor types and investment opportunities across key precincts in the Johannesburg Inner-City. Each precinct presents unique opportunities tailored to specific industries, ensuring strategic alignment with urban development and economic revitalization efforts.

Table 43: Investor Classification

Precinct	Relevant Investor Types	Investment Opportunity	Timeframe S-M-L
High Court Precinct	Legal services, finance, office supply companies, fashion & textile investors	Funding document stalls, supporting legal assistance hubs, sponsoring stationery supply stalls, and developing formal and business wear retail spaces to serve the high volume of fashion traders.	L
Transport District (Taxi Ranks)	Transport & logistics firms, outdoor advertising companies, FMCG brands, agricultural investors	Investment in branded stalls, logistics hubs for informal vendors, financial service points for commuters, and structured trading areas for the dominant fruits & vegetables traders.	M
Kwa Mai-Mai Traditional Market	Tourism operators, cultural organizations, food & beverage companies	Sponsoring traditional food stalls, funding cultural tourism experiences, and branding opportunities for heritage-related businesses.	S
Hillbrow Health Precinct	Pharmaceutical companies, medical aid providers, sanitation & hygiene firms	Investment in mobile health stalls, improved sanitation facilities, and pharmaceutical	M

		distribution points for informal traders and commuters.	
--	--	---	--



HIGH-LEVEL COSTINGS



9. HIGH LEVEL COSTINGS

The aim of this section is to pave the way forward in terms of phasing implementation costs, considering current and future scenarios. This considers that the process involves professional fees, feasibility studies, stakeholder consultation, and infrastructure cost estimations.

It should be noted that all costs exclude design development contingencies (10%), professional fees (14%), value added tax (15%) and pre and post contract escalation (1.5% per month). Costs estimates are also based on recent contract rates and are considered to be order of magnitude cost estimates only. Final implementation prices will be dependent on detailed designs and the construction environment at the time of implementation.

9.1. Phasing Implementation

Budgeting for phased development involves breaking down large-scale and long-term projects into smaller, manageable stages, aligning expenses, and securing funding for each milestone before proceeding. This approach reduces risk, improves cash flow management, and allows for flexibility to adjust to changing circumstances.

Post adoption and promulgation of the plan. Key interventions are proposed in the short, medium and long term. The implementation plan has been segmented in accordance to the four precincts and overall focus area, governance systems and necessary design work that is required in implementing the plan over the short, medium to long term.

9.1.1. Short Term Interventions (2027-2029)

Currently the City of Johannesburg's governance systems for street and informal trading lies across several departmental units and / or entities. In the short term, the focus is on aligning governance process, enhancing the operational model and elements of planning.

Table 44: Short-term Interventions

Intervention		Activity	Indicative Costing	Intervention
1	Audit / Survey of Existing Traders*	Assess the social demand for trading spaces vs traders that can be accommodated by Plan	R1 800 000.00	Audit / Survey of Existing Traders*
2	Trader Registration and Issuing of Permits	Implement a two-phase registration process: initial registration in a city database followed by permit allocation for legal trading	DED – contract	Trader Registration and Issuing of Permits
3	Implementation of Precinct Management Model (PMM)	Institutional modelling and partnerships with CIDs in specific precincts where there's presence.	R500 000.00	Implementation of Precinct Management Model (PMM)
4	Immediate Health & Safety Measures	Draft detailed informal trading waste management framework	R2 000 000.00	Immediate Health & Safety Measures
5	Informal Traders Relocation Plan*	The draft Relocation Plan will outline the process to be followed to consult and relocate of street traders from prohibited trading space.	R1 600 000.00	Informal Traders Relocation Plan*
6	Public parking and periodic market	Kwai Mai-Mai traditional market identified as a periodic market and public parking	R800 000.00	Public parking and periodic market
7	Investor Package	City to create packages for the private sector to	City to form PPP for implementation	Investor Package

		<p>implement investment packages.</p> <p>Kwa Mai-Mai: Tourism operators, cultural organizations, food & beverage companies. Sponsoring traditional food stalls, funding cultural tourism experiences, and branding opportunities for heritage-related businesses.</p>	<p>and internal design of packages</p>	
--	--	---	--	--

* Audit / survey of traders: Estimated 8000 street/informal traders @R225 per survey

* Relocation Plan: relocation of traders from unprohibited zones to designated sites noting that traders often bear the cost of moving their own structures and stock.

9.1.2. Medium Term Interventions (2030-2035)

Subsequent to dealing with the immediate interventions in the first phase, the objective of the second phase is to establish a legal, organised framework for trading, in order to reduce, rather than eliminate congestion. Furthermore, this phase is designed to commence with the critical elements of the implementation, including the phased relocation of street and informal traders as well as infrastructure development. This will be supplemented by retrofitting the existing environment through place making, signage and taking into consideration the health and safety requirements. In this phase the implementation is suitable for streets that do not require reconfiguration of sidewalks and the road. Inclusive of the relocation of traders from prohibited zones to designated sites noting that traders often bear the cost of moving their own structures and stock, therefore the cost to the City is to be focused on the consultation and facilitation processed in line with trader registration processes.

9.2. Criteria for street traders earmarked for relocation

Phased relocation of informal traders: the implementation framework makes an emphasis on implementing the Precinct Management Model (PMM) – the phased relocation of street & informal traders is prioritised according to identified priority precincts. The relocation process is a lengthy process that will be undertaken in two phases over the medium and long term, taking into consideration the prioritised streets.

Prioritising areas for the relocation of informal traders requires a balanced approach that considers legal compliance, trader livelihood preservation, and urban management goals. Although relocation should be considered as a last resort, after consideration of all alternatives. Based on best practices in line with South African legal framework the criteria for prioritising relocation areas includes the following considerations:

Health and Safety Risks

- Hazardous locations: Areas that pose immediate danger to traders and customers, such as high-traffic vehicular zones, or locations with unsafe electric infrastructure.
- Infrastructure Constraints: Areas where informal structures obstruct emergency access, fire hydrants, or critical service infrastructure (sewer/water).

Legal and Spatial Planning Alignment

- Prohibited trading areas: Places declared as restricted in terms of the approved street and informal trading plan as well as municipality's by-laws, particularly when better traffic flow or pedestrian management is needed.

Participatory Process

- Meaningful Engagement: Areas where the Municipality has properly engaged, consulted, and reached a consensus with trader associations, rather than implementing top-down approaches, are more likely to succeed

Table 45: Interventions for all focus precincts

Intervention		Activity	Indicative Costing
8	Review Municipal by-laws	<ul style="list-style-type: none"> Review and revise by-laws to be in line with the recommendations of this plan. Thus, enabling the focus to shift to the management of space rather than prohibiting activity as per this plan. 	Internal review
9	Phased 1 relocation of informal traders from prohibited streets in identified priority precincts and selected streets.	<ul style="list-style-type: none"> Facilitate the relocation of informal traders to designated areas. Informal traders that have not been registered are to be registered by the City. This phase will priorities the Delvers Street, Twist Street, Joubert Street and Von Brandis Street. 	R1 250 000.00
10	Detailed Engineering Designs	<ul style="list-style-type: none"> Detailed designs for sidewalks Retrofitting of sidewalks to allow informal traders in trading zones Detailed designs of stormwater drainage. Pedestrian sidewalk and road designs to be complimentary to informal traders. Confirmation of electrical power source and water source for cabling connections and water point instillation. 	R1 800 000. 00
11	Infrastructure development	<ul style="list-style-type: none"> Revitalisation of public streets Alignment with municipal flagship infrastructure projects driven by other departments and / or entities. 	On-going project
12	Signage	<ul style="list-style-type: none"> Clear signage to be placed in areas where trading is prohibited Wayfinding for dedicated trading zones 	R 97 500.00 <i>Signage @ R3 250.00 per sign</i>
13	Investment Package	<ul style="list-style-type: none"> City to create packages for the private sector to implement investment packages. Transport District (Taxi Ranks): Investment in branded stalls, logistics hubs for informal vendors, financial service points for commuters, and structured trading areas for the dominant fruits & vegetables traders. Hillbrow Health Precinct: Investment in mobile health stalls, improved sanitation facilities, and pharmaceutical distribution points for informal traders and commuters. 	City to form PPP for implementation and internal design of packages

The following table indicates priority precincts and streets prioritised for interventions as per approved plan

Table 46: Priority Streets and Precincts

	Precinct	Intervention (Street)	Activity	Indicative Costings Estimate
14	High Court & Transport District Precincts	Delvers Street	<ul style="list-style-type: none"> ✚ Partial road closure to prioritise pedestrians ✚ Development of a linear market ✚ Supports existing high trading activity and pedestrian flow 	R1 286 100.00
15		Von Brandis Street	<ul style="list-style-type: none"> ✚ Establishment of a formal linear market ✚ Consolidation of informal trading ✚ Strengthens role as a key trading corridor 	R933 900.00
16	Hillbrow / Berea Precinct	Twist Street	<ul style="list-style-type: none"> ✚ Relocation of informal traders to nearby designated trading areas ✚ Reduce congestion and conflict with BRT and taxi routes 	R529 600.00
17	High Court & Transport District Precincts	Joubert Street	<ul style="list-style-type: none"> ✚ Removal of on-street parking (eastern side) ✚ Widening of sidewalks ✚ Reorganisation of trading to improve pedestrian flow 	R933 900.00


9.2.1. Long term Interventions (2032-2036)

The third phase focuses on identifying and negotiating for the acquisition of buildings that have been for informal trading hubs. These buildings are to be refurbished for their intended use. Furthermore, this phase requires detailed design work, and the implementation of the design works to support informal trading operations and the continuation of the relocation of informal traders.

Interventions for all focus precincts.

Table 47: Interventions for all Focus Precincts

	Intervention	Activities	Indicative Costings
18	Implement Linear Market Programme	<ul style="list-style-type: none"> ✚ Implementation of full Road closure and partial road closure in designated streets. 	R360 000.00
19	Acquire alternative trading accommodation / buildings including storage facilities.	<ul style="list-style-type: none"> ✚ Feasibility study on the acquisition and conversion of buildings into informal trading hubs 	R 2 800 000.00
20	Phased 2 relocation of informal traders from prohibited streets in identified priority precincts and selected streets.	<ul style="list-style-type: none"> ✚ Facilitate the relocation of informal traders to designated areas. Informal traders that have not been registered are to be registered by the City. 	R 500 000.00
21	Investment Package	<ul style="list-style-type: none"> ✚ City to create packages for the private sector to implement investment packages. ✚ High court Precinct: Funding document stalls, supporting legal assistance hubs, sponsoring stationery supply stalls, and developing formal and business wear retail spaces to serve the high volume of fashion traders. 	City to form PPP for implementation and internal design of packages

22	Informal trading infrastructure implementation as per designs.	 Ongoing infrastructures upgrades and improvement as per infrastructure plan	Costs to be based on detailed Engineering designs
----	--	---	---

9.3. High Level Costings Summation

Annexure 7 demonstrates the detailed costing for the identified street earmarked for informal trading and the linear market. Implementing the plan through a phased and scheduled approach provides significant benefits for sustainable use of the City's capital budget. A phased approach enables the City to prioritise high-impact interventions first, align expenditure with annual budget availability, minimise disruption to existing operations, and incorporate lessons learned from each phase into subsequent stages. This ensures that capex is deployed more efficiently over time, reduces risks and supports improved long-term asset performance. Therefore, the phased approach is the preferred and sustainable implementation method. The Annexure provides for a wholistic cost per street which holds its benefits as well.

10. CONCLUSION

This development plan aims to transform Johannesburg's Street and Informal trading into a safe, orderly, and economically active sector in the future years, as well as balancing urban rejuvenation with livelihood protection. By implementing sustainable permit systems, improved infrastructure, and inclusive policies, the City seeks to move from punitive management to active support of informal traders as essential economic contributors.

Key Concluding Focus Areas:

- ✚ **Structured Integration:** Officially integrating informal trading into the inner city and spatial planning to foster inclusive growth.
- ✚ **Inclusive Governance:** Prioritizing ongoing dialogue, transparent permitting processes, and collaborative, rather than adversarial, management by the JMPD.
- ✚ **Strategic Investment:** Upgrading trading infrastructure to provide safety, sanitation, and essential services, ensuring a clean and functional environment for traders and pedestrians.
- ✚ **Economic Empowerment:** Empowering the informal economy to create jobs and boost local GDP by simplifying legal frameworks and enhancing economic stability for workers.

Ultimately, this plan envisions a vibrant Johannesburg where street traders are recognized as crucial, respected participants in a prosperous and orderly public space.

11. REFERENCES

Béni-Gbaffou, C. (2015). In quest for sustainable models of street trading management: Lessons for Johannesburg after Operation Clean Sweep. Wits University, Centre for Urbanism and Built Environment Studies (CUBES). <https://www.wits.ac.za/media/wits-university/faculties-and-schools/-engineering-and-the-built-environment/research/entities/cubes/documents/In%20quest%20for%20sustainable%20models%20of%20street%20trading%20management.pdf>

Caroline Skinner, "Getting Institutions Right: Local Government and Street Traders in Four South African Cities", *Urban Forum*, 11(1) (2000), p. 60.

City of Cape Town. (2003). Informal Trading Policy and Management Framework. <https://www.wiego.org/wp-content/uploads/2019/09/South-Africa-City-of-Cape-Town-Informal-Trading-Policy-and-Management-Framework-2003.pdf>

City of Cape Town, Informal trading policy 2013 (policy number 12664) (September 2013).

City of Johannesburg, "City of Johannesburg 2023/24 Integrated Development Plan," City of Johannesburg, Johannesburg, 2024.

City of Johannesburg Metropolitan Municipality, "Spatial Development Framework 2040," COJ, Johannesburg, 2016.

City of Johannesburg Council, "Tabling of the 2024/25 – 2026/27 Medium-Term Capital Budget," City of Johannesburg Council, Johannesburg, 2024.

eThekweni Municipality, "First policy Framework for improved management and conduct of itinerant trader".

eThekweni Municipality, "Informal trading Amendment by-law" (2017).

FAO. (2018). Formalization of informal trade in Africa. Global Initiative Against Transnational Organized Crime.

GCRO, "Water security Perspective for Gauteng Gity Region Securing water for continued growth and well-being," GCRO, Johannesburg, 2019.

<https://www.statista.com/statistics/1296024/number-of-informal-sector-employees-in-south-africa/>

<https://www.capetown.gov.za/work%20and%20business/doing-business-in-the-city/business-support-and-guidance/informal-trading>

<https://www.kigalicity.gov.rw/news-detail/the-city-of-kigali-builds-markets-for-street-vendors>

International Labour Organization (ILO). (2002). A Case Study of Street Trading in South Africa. Retrieved from <https://www.ilo.org/media/313096/download> [3] UN-Habitat. *Enhancing productivity in the urban informal economy*. Retrieved from <https://unhabitat.org/enhancing-productivity-in-the-urban-informal-economy>

Johannesburg Development Agency, "Johannesburg Inner-City Transport Master Plan 2021," Johannesburg Development Agency, Johannesburg, 2021.

Johannesburg Water, "Network Analysis: Johannesburg CBD Water Sub-District, June 2015," Johannesburg Water, Johannesburg, 2015.

Johannesburg Water, "Network Analysis: Klipspruit Drainage Basin (Updated Report) September 2016," Johannesburg Water, Johannesburg, 2016.

Nompumelelo Zulu, "A battle for access to the street of a world-class African City. Assessing the challenge facing the City of Johannesburg in management of street trading in the inner city (2018).

Stats SA, "General Household Survey, Selected development, indicators, Metros," Stats SA, Pretoria, 2022.

Sepadi, M. M., & Nkosi, V. (2023). Strengthening Urban Informal Trading and Improving the Health of Vendors: An Integrated Management Model. *Journal of Environmental Research and Public Health*, 20(6), 4836.

SERI-SALGA Paper: *Towards Recommendations on the Regulation of Informal Trade at Local Government Level* (June 2018).