

**IMPLEMENTATION OF HOSTEL REDEVELOPMENT PROJECT WITHIN
THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY**

by

MOLAPANE HOSEA MOTHOTOANA

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SUPERVISOR: PROF K G PHAGO

CO-SUPERVISOR: MR B R HANYANE

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SUMMARY

Most hostels are being redeveloped through the Hostel Redevelopment Programme from single sex accommodation to rental (family) units. The study was conducted on the City Deep and Nobuhle Hostel Redevelopment Projects as implemented in the City of Johannesburg Metropolitan Municipality (COJMM). Hostel Redevelopment Projects proved to contribute positively towards addressing the challenges and housing shortages in Johannesburg, Gauteng Province. There is a need for Government to plan other projects concurrently with the Hostel Redevelopment Projects as an attempt to deal with the displacees resulting from the Hostel Redevelopment Projects. Furthermore, there is also a need to redevelop each hostel in its totality as opposed to only a few phases of improvement. There is also a need for Government (COJMM) to design frameworks that will guide any proposed Hostel Redevelopment Project as an attempt to achieve uniformity. These frameworks need to include the management of the final product. Lastly, Government should make funding for the maintenance of public hostels available prior to hostels being redeveloped.

DECLARATION

I declare that “**Implementation of Hostel Redevelopment Project within the City of Johannesburg Metropolitan Municipality**” is my own work and that all the sources that I have used have been indicated and acknowledged accordingly.

M.H Mothotoana

Date

KEYWORDS

Beneficiaries, hostel redevelopment, local government, migrant labourers, mixed development projects, public housing, Reconstruction and Development Programme, race, residential segregation, social housing, capital subsidy; urbanisation.

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CHAPTER ONE

AN INTRODUCTION TO THE DISSERTATION

1.1 BACKGROUND AND INTRODUCTION

Since the apartheid era, hostels in South Africa have over the past few years been receiving attention from the Government in terms of upgrading and redevelopment. Hostels originated in the labour compound system as a result of the need to house labourers. A demand for great numbers of labourers came about because of earlier events. The discovery and mining of diamonds in the Kimberly area during the 1860s created a greater demand for labour as did the discovery of gold in 1886 in the Witwatersrand area. During the 1870s farmers in the Western Cape employed a number of migrant labourers to solve their periodic labour shortages. All these labourers had to be housed. The compound system which allowed for strict control of labourers, was created. It assisted in coping with the illegal trade of diamonds and with absenteeism at the start of the week because of social ills such as drunkenness. In addition the change from open cast mining to underground extraction required even more labourers. The compound system became a model upon which hostels were developed (Minnaar 1993:1-2; Wentzel 1993 in Strauch 1995:19).

During 1923 the Union Government adopted the Native Urban Act 21 of 1923 which made provision for the establishment of hostels (Randall in Smith and Booyesen, 1977:5; Davenport in Smith & Booyesen, 1977:6). The Native Urban Act 21 of 1923 was supported by the Native Consolidation Act of 1945 (Act 25 of 1945) which stipulated that all Africans within the limits of any urban area should reside in a location, a village or a hostel (Rogers in Smith and Booyesen, 1977:6). These hostels were initially meant to accommodate African males only.

In spite of restrictive measures adopted by the Union Government to deny Africans access to urban areas, African women were drawn to the formal sector after 1933 as a result of the pace of industrialisation and development in South Africa (Smith and Booyesen 1977:7). These women were also forced by the existing arrangements (denying blacks permanent accommodation in urban areas) to live in hostels.

According to Pienaar and Cloete (2005:3) hostels were divided into three main categories, firstly, hostels built and managed by the public sector to house their own employees; secondly, hostels built by larger private sector companies usually as *in-situ* adjuncts to mines and factories; thirdly, Grey hostels were built by private sector companies on land owned by local authorities and provincial Government and managed by these companies under contract with some form of local authority. One room of a hostel accommodated 20 to 50 workers. This arrangement supported the apartheid Government's prohibition on Africans bringing their families to the cities since they were expected to stay only temporarily until the expiry of their work contract (Minnaar 1993:24).

There are 34 hostels which are owned by Government within the jurisdiction of the City of Johannesburg Metropolitan Municipality (COJMM). COJMM owns 28 of these hostels while the Gauteng Department of Housing (GDoH) owns six. Hostels owned by COJMM include: Northern Works, Northern Farm, Anthia, Sierabravo, Goudrand, Mapetla, Jabulani, Nancefield, Lifateng, Dube, Dobsonville, Orlando West, Meadowlands, Diepkloof, Klipspruit, Orlando East, Pimville, Madala (M1), Marlboro Village, Nobuhle (M2), Helen Joseph, Huddly Park, Selby, Van Beeck, Mangololo, City Deep, Bush Koppies, and Hannely. GDoH's hostels are: Denver Hostel, George Goch, Jeppe, LTA Hostel, MBA Hostel and Murray and Roberts Hostel.

Various interventions were made during the time of the National Party Government to improve living conditions in hostels. In 1986 the then minister of Constitutional Development and Planning, Mr Chris Heinous, released a statement saying that the apartheid Government envisaged that all hostels would be upgraded to family units. According to this minister, the Government's intentions were to abolish the hostel system in South Africa. Hostels such as City Deep and Selby were upgraded within the jurisdiction of Johannesburg City Council now called the City of Johannesburg Metropolitan Municipality. The upgrading included the following: ablution blocks and kitchens, painting of walls and roofs, security lighting, installation of new heaters and irrigation systems, replacing of gutters, construction of roads and flood lighting of the sport fields. In City Deep Hostel, 2 100 mattresses and 710 lockers were replaced. New units for visiting wives were also constructed in Kelvin/Marlboro Hostel, (COJMM, 1988; COJMM, 1986; COJMM 1990). This was the first attempt by the apartheid government (COJMM) to upgrade hostels. Such upgrades were in support of the approach of the

government to restrict Africans in urban areas (Anon in Minaar 1993:35; Streek in Minaar 1993:35). Pienaar and Cloete (2005) term the upgrades done as 'sporadic' upgrades and refurbishment.

Pienaar and Cloete (2005:46) point out that the upgrades were interrupted by the conflicts of the 1980s and early 1990s. Subsequently there was a call from the public for the demolition or complete overhaul of the system (HSRC 1993 in Pienaar and Cloete 2005:46). For example, in Gauteng Province there was considerable pressure to address the conditions of hostels, caused by the political unrest during the late 1980s and early 1990s. Public hostels in particular were uninhabitable due to the fact that property management and maintenance collapsed. The result thereof was ongoing invasions, overcrowding, illegal connections of electricity, and blockages of ablution facilities, to mention but a few. However, the laws and policies which regulated the housing environment in South Africa during the time of the Union Government and the Government of the National Party pushed millions of Africans into a single sex life in urban areas. For example, in a room approximately 20 to 50 workers were housed. Authorities then prohibited African men and women from bringing their families to cities since they were expected to stay only temporarily until the expiry of their work contracts (Minnaar 1993:24).

The National Party Government established a National Housing Forum during 1992. This Forum was meant to bring solutions to housing problems in South Africa. Among other issues, hostels were a priority concern for many stakeholders of the Forum. The Forum developed a joint position on hostels which led to the establishment of the National Hostel Coordinating Committee. This helped to formulate the national policy of hostel redevelopment, adopted in 1994, and intended to create sustainable humane living conditions which integrated hostel communities into the neighbouring township communities. This policy was in line with the democratic principles of the new dispensation (Government of National Unity) that came into power in April 1994. Hostels such as the Dube and Orlando women's hostel in Johannesburg were upgraded to accommodate single African men and women as part of the second attempt by the government, in particular the then Greater Johannesburg Transitional Metropolitan Council (GJTMC), to do so.

The Member of the Executive Committee (MEC) within the Gauteng Provincial Housing launched the Gauteng Hostel Eradication (GHEP) Programme in 2007 in line with the Community Residential Units (CRU) Programme, which aimed at fast tracking the upgrading of hostels within Gauteng Province. The

CRU Programme was adopted during November 2006 as policy framework and programme that aimed to facilitate the provision of secure, stable, rental tenure for lower income persons and supported Government's intention of addressing the existing public housing stock. This was the third attempt by Government to redevelop hostels into family units (www.info.gov.za/speeches/2008/08061210451003.htm).

This study is intended to focus on the implementation of the Hostel Redevelopment Project as implemented within COJMM. Housing is listed as both a national and provincial responsibility in Schedule 4 Part A of the Constitution of the Republic of South Africa of 1996 (Constitution of RSA). It is incumbent on both national and provincial spheres of Government to decide on a direction for housing. However, the GDoH has (informally) delegated COJMM to implement some of the national housing programme including the Hostel Redevelopment Programme. In this arrangement, COJMM implement national housing programmes on behalf of the GDoH. Such an arrangement is regulated by a funding agreement, where a subsidy application for a particular programme is submitted by the implementing agency, being COJMM or its organs, to the GDoH. Johannesburg Social Housing Company (JOSHCO) and Alexandra Urban Renewal Project (AURP) have already submitted subsidy applications for the hostel redevelopment projects of both City Deep and Nobuhle Hostels to the GDoH. The researcher will focus on these two projects.

This chapter discussed the background to the study being investigated, namely, the implementation of Hostel Redevelopment Projects within COJMM. Further, the problem statement is also discussed in this chapter. The study questions and objectives are presented later in the chapter. Included also in this chapter are the scope, rationale and demarcation of the period of the study. The terminologies used throughout the study are also defined in this chapter. The research design and methodology employed in this study are discussed in short later in this study. Lastly, this chapter presents the overview of chapters of this study.

The next section discusses the problem statement of this study.

1.2 PROBLEM STATEMENT

The Hostel Redevelopment Programme is intended among other things, to convert existing hostel units from single sex dormitories into family units. Various typologies are provided through the Hostel Redevelopment Programme. Such typologies involve family or rental units, ownership (bonded, credit linked or RDPs) and alternative use. This programme is intended also to integrate the hostel with the neighbouring community (Housing Code 2000).

At the time when the study was undertaken, COJMM had seven regions namely, Region A (Midrand-Diepsloot), Region B (Oakland Park), Region C (Roodepoort), Region D (Soweto), Region E (Sandton-Alexandra), Region F (Johannesburg), Region G (Annerdale-Orange Farm) (COJMM Council 2006). The hostels selected for the purposes of this study are situated within Region E (Nobuhle) and Region F (City Deep) (see section 4.2 and 4.4 of this study). Nobuhle Hostel accommodates members of the public without taking into account their employment status or employer. The COJMM, through the Johannesburg Social Housing Company (JOSHCO), is implementing the City Deep Hostel Redevelopment Project as one of the hostel redevelopment initiatives, in order to pilot the efficacy of the GDoH's hostel redevelopment strategy or programme of creating sustainable rental stock. JOSHCO is a housing institution owned by COJMM. This institution provides rental stock to the communities within the jurisdiction of COJMM. Furthermore, this company was also established to respond to the national legislation (especially the Social Housing Policy) requirements, the market gaps and the challenges that are pertinent in the management of rental housing stock and hostels (COJMM Council 2002b). The Nobuhle Hostel Redevelopment Project has been implemented by the Alexandra Urban Renewal Project (AURP). The AURP is a presidential-led project announced during 2001 by the Mbeki government which aimed at improving and upgrading Alexandra Township in Johannesburg, Gauteng Province ([http://www.alexandra.co.za/05-housing/article-0810 hostels.htm](http://www.alexandra.co.za/05-housing/article-0810%20hostels.htm)).

Phases one to three of the City Deep Hostel Redevelopment Project were completed with 380 rental units at the time when the study was undertaken. Phase three, comprising 60 units, was used as interim accommodation. In most cases, interim accommodation is created (as part of the redevelopment) to accommodate tenants who vacated their units to give way to the new development. City Deep Hostel accommodated 647 tenants prior the inception of the Hostel Redevelopment Project and the City Deep

Hostel Redevelopment Project is envisaged to deliver 654 units (<http://www.joburg.org/index.php?option=com-content&task=view&id=141&Itemid=204>). In the Nobuhle Hostel, only phase one, which comprises 96 family units (two bedroom units) was completed. In phase two, 202 bachelor units of 286 planned, were completed and allocated to individual beneficiaries. Nobuhle Hostel accommodated approximately 2 944 tenants prior to the starting of the Hostel Redevelopment Project. It was envisaged that the Nobuhle Hostel Redevelopment Project would yield 1024 units ([http://www.alexandra.co.za/05-housing/article-0810 hostels.htm](http://www.alexandra.co.za/05-housing/article-0810%20hostels.htm)).

Apart from the completion of various phases in the two hostels, the implementation of the City Deep and Nobuhle Hostel Redevelopment Project has faced several challenges. Firstly, the cost of building one unit in phase one of the City Deep Hostel Redevelopment Project was sixty thousand rand R60 000, while in phase two they cost R270 000. In the Nobuhle Hostel, the construction of one family unit amounted to approximately R101 042 during 2004 (COJMM Council 2004a). These costs are more than the price of an average Reconstruction and Development Programme (RDP) house which was approximately R30 000 during 2004. The construction of the family units in City Deep Hostel and in Nobuhle Hostel has had an impact on the capacity of the state to provide and deliver housing to South Africans.

In all the completed phases in both City Deep Hostel and Nobuhle Hostel, only rental units have been created. No attempts have been made by either JOSHCO or AURP to encourage ownership. No mechanisms have been introduced by either AURP or JOSHCO to ensure sustainability for rentals. The one challenge that JOSHCO is facing is the fact that some of the beneficiaries have died and left their spouse or families without income. The situation in Nobuhle Hostel is even more complex since tenants are not paying rent. This non-payment could be attributed to the fact that most of the tenants have invaded the units. Furthermore, both COJMM and AURP failed to determine the monthly rentals in consultation with the individual tenants of Nobuhle Hostel prior the completion of the units.

The beneficiaries in all the completed phases in the City Deep and Nobuhle Hostels are the residents of the two hostels. In addition, the number of units planned for both City Deep and Nobuhle Hostels are not sufficient to accommodate the existing tenants. Inhabitants from the surrounding areas have not benefited from either City Deep or Nobuhle Hostel Redevelopment Projects. The number of units

planned for the two hostels is not enough to accommodate the current occupants of the two hostels. For this reason, a report of the City Deep Hostel Redevelopment Project, initiated by JOSHCO, in which the conditions of the Citrine Court and Bella Vista Housing Estate were discussed, was approved by COJMM. The tenants of both Citrine Court and Bella Vista Housing Estate should be relocated to City Deep Hostel immediately after the new units were completed according to the resolution made by COJMM. City Deep Hostel was expected to deliver 654 social housing units and accommodate 647 tenants. The Nobuhle Hostel Redevelopment Project was first initiated by COJMM and later by AURP. Phase one of the development, which delivered 96 family units, was implemented by COJMM. Nobuhle Hostel was expected to deliver 1 024 social housing units despite its original 2 944 occupants.

In view of the above, this study intends to answer the main research question stated below:

What are the problems associated with hostel residences and to what extent is the Hostels Redevelopment Programme able to address housing challenges in the Gauteng Province?

1.3 STUDY QUESTIONS

In this study the problem to be investigated is contained in the following sub-questions:

- What was the rationale for hostel establishment during the apartheid years?
- Does the Hostel Redevelopment Programme address housing challenges and shortage within the Gauteng Province.
- What are the factors that contribute towards the challenges of the implementation of the Hostel Redevelopment Programme within the COJMM?
- What are the mechanisms introduced during the implementation of the Hostel Redevelopment Programme in addressing the housing challenges?

1.4 OBJECTIVES OF THE STUDY

The objectives of this study are four fold: firstly, to understand the rationale for the establishment of hostel residence during the apartheid years; secondly, to examine whether the Hostel Redevelopment Programme addresses the housing challenge in the inner-city area; thirdly to analyse a case study of both the City Deep and Nobuhle Hostel Redevelopment Projects. The fourth objective is to provide

conclusions and recommendations to the study. The first three objectives are discussed thoroughly in Chapter four of this study, while the fourth objective is addressed in Chapter five.

1.5 RATIONALE OF THE STUDY

This study intends to examine Hostel Redevelopment Projects as implemented by the COJMM through AURP and JOSHCO. This study is part of the academic fulfillment (mini-dissertation) requirement for Magister Technologiae of Public Management; however, findings will be made available to the municipality to prepare for future hostel redevelopment initiatives.

1.6 SCOPE OF THE STUDY AND DEMARCATION OF THE PERIOD OF THE STUDY

This study covers a period of 18 years from 1986-2008, from the inception of the hostel upgrading programme until 2008 after the Gauteng hostel eradication programme was introduced by the then Gauteng Provincial Department of Housing (now called the Department of Local Government and Housing). The study focuses on two hostels under the redevelopment programme within the COJMM, namely, City Deep Hostel, situated in Region F and Nobuhle Hostel, situated in Region E.

1.7 TERMINOLOGY

The terms utilised throughout the thesis are concisely defined below.

1.7.1 Africans

The term African is sometimes used interchangeable with the term black. Blacks within the context of South Africa refer to all those people who have been excluded and discriminated against on the basis of colour (James, Caliquire and Cullian, 1996:64). Africans refers to those South Africans whose forebears were solely from Africa and have maintained a distinct history and identity (James *et al.* 1996:64).

1.7.2 Housing

Housing is defined as a variety of processes that create habitable, stable and sustainable public and private residential environments for viable households and communities (Department of Housing, 1997).

Jamine (1961:13) define housing as an organised system in which houses are planned and built in adequate numbers to provide acceptable accommodation to individuals living under poor conditions such as slums or overcrowded buildings.

1.7.3 Housing management

Housing management is defined as the letting and repairing of houses, and the collection of rent for such units (Department of Environment 1990 in Harriott and Matthews 1998:151). As Pearl (1997:16) puts it, housing management consists of four main tasks, namely, letting houses, collecting rent, maintaining properties and management of tenants.

1.7.4 Housing programme

The housing programme is defined as an action plan which provides a procedure describing what is to be done to provide housing (Arrigone 1994:vii).

1.7.5 Migrant labourers

Migrant labourers or workers are defined as people who are absent from their homes for more than one month of a year for the purpose of finding work or working (Kok, O'Donovan, Bouare and Van Zyl 2003:93). A migrant worker can be a mineworker, factory worker, gardener or domestic worker.

1.7.6 Project

Projects are undertakings that have scheduled beginnings and endings, and normally have a purpose (Kerzner 2003:71). Gardiner (2005:1) defines a project as a temporary endeavour aimed at bringing a unique product and service, in other words, a project is a sub-activity of a programme.

1.7.7 Programme

According to Van der Waldt (2001:7), a programme is a portfolio of projects that aims to achieve a strategic goal of an organisation, planned and managed accordingly.

1.7.8 Social housing

Harriott and Matthews (1998:3) define social housing as housing provided and managed through municipalities and more recently by housing associations. They further state that such organisations responsible for providing social housing do not have a statutory obligation to provide housing and also do not make a profit. Social housing involves a wider variety of forms of tenure, excluding individual ownership.

1.7.9 Urbanisation

Urbanisation is seen as the most important dimension of migration. Urbanisation is an economic and development process whereby people from rural or less developed areas move to urban or developed areas in search of better opportunities such as social or employment opportunities (Kok *et al.* 2003:93; Morris 1981:1).

1.8 RESEARCH DESIGN AND METHODOLOGY

Qualitative (as a conventional method) and quantitative research are appropriate in this study. Qualitative research allows the researcher to learn from the respondents and the environment. In qualitative studies, researchers seek to understand the world through interacting with, emphasising and interpreting the actions and perceptions of the subjects (Scheyvens and Storey 2003:57). According to Antonius (2003:2) quantitative research uses procedures and techniques to analyse data numerically. This author points out that quantitative research involves asking large numbers of people specific questions or collecting primary data from large numbers of individuals with the intention of generalising the results.

The case study approach was followed in this study. Case study allows the research to retain the holistic and meaningful characteristics of real life events (Burns 2000:460). One of the strengths of the case study method is the fact that it allows for the use of several data sources (Outhwarter and Turner 2007:113). This process is called triangulation. Leedy (1993:143) defines triangulation as the combination of approaches in a single study. Case study researchers may employ a number of data technologies such as document analysis, interviews, questionnaires and others (Burns 2000:460). For the purpose of this study, semi-interviews and structured questionnaires were used to collect primary data. In Chapter three of this study, a description of the detailed research design and methodology is undertaken.

1.9 OVERVIEW OF CHAPTERS

Chapter one presents an introduction to the study. Accordingly, the themes include the background and introduction to the study, the problem statement, study questions, and objectives of the study. Included also in this Chapter is the rationale and scope of the study and the demarcation of the period of the study. Definitions of specific key terms used throughout the study are also provided in this Chapter. This Chapter also introduces the research methodology to be used in the study.

Chapter two gives a literature review on public housing. It provides a historical background of the South African housing policy, residential segregation and pre-apartheid housing in South Africa, public housing and the urban poor, as well as an overview of housing shortages within urban areas. The review includes cases of Hostel Redevelopment Projects, in order to understand how the Hostel Redevelopment Programme could be implemented.

Chapter three undertakes a detailed discussion of the research design and methodology. It presents the research methodologies applied in the study.

Chapter four provides data analysis and data interpretation, and case studies of the City Deep and Nobuhle Hostel Redevelopment Projects are given.

Chapter five draws conclusions and makes recommendations derived from the study. The recommendations aim to encourage the support and application of Hostel Redevelopment Programmes within the government, in particular COJMM, through an inclusive implementation of the Hostel Redevelopment Programme.

CHAPTER TWO

LITERATURE REVIEW: THE ORIGIN AND DEVELOPMENT OF PUBLIC HOUSING

2.1 INTRODUCTION

In Chapter one, the researcher provided an overview of the context of hostels in South Africa. Themes covered in the previous chapter involve reasons for selecting the problem, the rationale for the study and the statement of the research problem. This Chapter examines literature relevant to the research problem under investigation. The review begins with a discussion of the importance of a literature review. Discussions on residential segregation and public housing provisioning in South Africa are undertaken with an overview regarding the public sector Hostel Redevelopment Programme policy.

The review considers the historical background of the South African housing policy and post-apartheid housing delivery. Also included in this Chapter is a discussion of public housing and the urban poor in South Africa. A discussion of Hostel Redevelopment Programme is also provided in this chapter. Both City Deep and Nobuhle Hostel Redevelopment Projects are also discussed in this Chapter. In the next section, the researcher discusses the importance of the literature review and then follows with a discussion of residential segregation in South Africa.

2.2 THE IMPORTANCE OF A LITERATURE REVIEW

The review of literature looks at what others have discovered in areas similar to the problem at hand (Leedy and Ormrod 2005:64). Researchers are advised to get recent reviews of literature related to the research topic at hand. Such a review can save the researcher's time provided the researcher criticises the research (Burns 2000:28). A good review saves the researcher time, and avoids duplication and unnecessary repetition of what already exists in the body of knowledge. A literature review provides clues and suggestions about what avenues and routes to follow (Mouton 2005:87).

Hart (1998:26-27) states that the researcher has the responsibility of knowing the contributions made by others to the knowledge pool relevant to the topic, therefore a researcher should dedicate time to

review literature in order to produce an acceptable study. For the reasons stated above, the literature review in this chapter is intended to obtain perspective on scholarship relating to public housing in South Africa. Residential segregation and public housing provisioning in South Africa are discussed hereunder in order to discover what frameworks, processes and strategies are available for public housing delivery in South Africa, particularly the Gauteng Province, and whether these strategies address the real needs of communities.

2.3 RESIDENTIAL SEGREGATION AND (PRE-APARTHIED) PUBLIC HOUSING PROVISION IN SOUTH AFRICA

Residential segregation in South Africa can be traced back to as early as 1652 with the arrival of Jan van Riebeeck in the Cape. White settlers had their own belief systems and attitudes at the beginning when they arrived in South Africa which only tolerated the migration of natives as long as it was in the settlement's economic interest. Bernart and Dubow (1995) define segregation as a set of Government policies and social practices which were meant to regulate the relationship between whites and blacks during the colonial era in South Africa. The reason for prescribing residential segregation was to restrict the power and privileges of the Africans to such an extent that the preservation of white minority rule would be absolutely assured. Fredrickson (1981:240) argues that it was proper to separate Europeans and natives since they differed in terms of their cultural backgrounds and level of civilisation. The British authorities, after they took over from the Dutch, were compelled to adopt and enforce a strict policy on segregation towards the Africans in the Cape similar to that of the Dutch (Rhodie 1969:12). The proclamation of 9 April 1652 was the first regulation of the behaviour of the Europeans towards the natives. This was the first form of residential segregation recorded in South Africa (Koornhof 1984:13; Rhodie 1969:9).

Although the adoption of Ordinance 49 and 50 during the early 1860s encouraged territorial segregation between whites and Africans, the adoption of Ordinance 49 made it possible for Africans to have access to white areas with a view to trading and establishing a source of labour (Rhodie 1969:12). Subsequently, African miners were housed in the closed compound system in the Kimberly area which supported previous policies such as Ordinance 49 and Ordinance 50. And then, according to Bonner and Segal (1998:10), with the discovery of gold in the Witwatersrand during 1860, both Africans and whites

arrived in search of short-term financial reward. White miners were accommodated in new locations created by the mining company. Blacks lived in the single sex barracks surrounded by high walls (Bonner & Segal 1998:11).

The Kruger Government during the 1890s created townships such as Sophiatown, Martindale and Newclare for Africans in support of the segregation policies (Bonner and Segal 1998:102). Some of the African and white miners were forced (by previous legislations) to reside in these townships. The Kruger Government did not support the fact that the poor whites and Africans were residing together in the Western areas known as the Coolie locations. These Coolie locations were characterised by overcrowding. As a result authorities regarded the area as a health menace to its inhabitants and the city. The outbreak of bubonic plague in 1904 gave the Government a reason to destroy the Western areas.

In spite of the attempts made by the Government to deny Africans the opportunity of residing in the urban areas, Africans continued to migrate to urban areas. For example, in 1899 Africans and poor white Afrikaners flocked to urban areas in the Witwatersrand as a result of the poverty in the reserves and on the farms and to the pace of industrialisation in South Africa (Van der Horst and Reid 1981:93). Both Africans and poor white Afrikaners took residence in the inner-city slums (Bonner and Segal 1998:12). The racial mixing that occurred in the inner-city slums was regarded by the Government of the day as a political threat which raised the need for further residential segregation (Parneel 1988 in Shibambu 1996:12).

As a result, the Government drafted the Native Reserve Locations Bill of 1901 which was used to establish African locations. For example, in the Cape Province, the Government moved most of the Africans to Uitvlugt which was later renamed Ndabeni. According to Koornhof (1984:31), the Native Locations Act of 1904 enabled both Durban and Pietermaritzburg to establish African locations. In Port Elizabeth, New Brighton township was established (Bahaduv 1996:10) and Lamont location was established in Durban (Morris 1981:27) to accommodate Africans. In the Transvaal, the City Council of Johannesburg bought a portion of the Klipspruit farm during 1904 in response to the outbreak of bubonic plague in the Coolie location. Klipspruit (which was later called Pimville) accommodated only Africans and was the first African location established in Johannesburg (Koornhof 1984:34). Bonner and Segal (1998:13) argue that the City Council of Johannesburg's bought Klipspruit as no one else would

be interested in the land because it was surrounded by a municipal sewage farm on three sides. They also built the houses without foundations. Klipspruit was approximately 13 km away from the town and Africans were expected to travel each day using cattle trucks (Bonner and Segal 1998:13-14). Van der Horst and Reid (1981:92) state that such public housing for Africans was provided as an emergency measure and thus the term public housing is associated with mass housing, an approach committed to the building of houses to a set of standards laid down by institutional agencies, in most cases the national government. Public housing involves the provision of conventional township housing (Walter and Carter 1994:76). The researcher believes the intention of the Government in providing houses to the occupants of slums within the Western areas townships was good in spite of laws used in developing such townships. However, the challenge remained the distance between the African townships and cities. This still has a serious implication on the road infrastructure since most Africans work in cities.

The Union of South Africa was formed in 1910 after the Boer Republic and British Colonies were linked together. During this period the United Party came into power and as a result white power was used as a form of racial discrimination in the 20th century. The Union of South Africa further strengthened residential segregation. For example, measures such as the Native Land Act, 1913 (Act 27 of 1913) (hereafter referred to as the Native Land Act 27 of 1913) were introduced in order to reinforce racial segregation in South Africa. This Act prohibited Africans from purchasing land (Bernart and Dubow 1995:3).

The failure of the United Party Government to develop relevant policies that addressed the housing problems worsened the conditions in slums within cities. For example, the influenza epidemic of 1918 claimed the lives of approximately 500 000 people staying in slums. The epidemic was used as a catalyst for placing the question of state housing assistance before Parliament (Parnell 1987:20-21). The sanitary inspector proposed the building of cheap houses by Government in order to eradicate slums in the cities. The Housing Act, 1920 (Act 35 of 1920) (hereafter referred to as the Housing Act 35 of 1920) was used to achieve residential restructuring and make provisions for public housing (Shibambu 1996:11). Provisions were made by the Housing Act 35 of 1920 to provide not only separate residential areas but also better houses for poor whites (Parnell 1987:19). Thus the white communities from slums were the major beneficiaries of the post-epidemic housing initiative (Parnell 1987:21). Townships such as New Doornfontein and Bertrams in the Johannesburg area were created where public housing schemes were

provided for whites (Parnell in McCarthy & Smith 1983:52). The white Government defended themselves by saying that the law was intended to protect whites (Parnell 1987:21). The type of units (public housing) provided to non-Africans was better than the type provided to Africans. This arrangement prevented the African communities from enjoying the benefits (in the form of public housing) that Government provided to ordinary South Africans.

The adoption of the Native Areas Act, 1923 (Act 21 of 1923) (hereafter referred to as The Native Areas Act 21 of 1923) further tightened residential segregation in South Africa. Local authorities were empowered by this Act to provide housing for Africans in villages, locations and hostels in support of the residential segregation policy (Van der Horst & Reid 1981:92). One of the reasons behind the promulgation or adoption of the Native Areas Act 21 of 1923 was to eradicate the multiracial environment which had arisen in the inner city slums.

During the 1930s, world depression and national drought contributed to the existing challenges of slums. More people migrated to slums, both whites and blacks (Parnell 1987:26). The white community pressed the then City Council of Johannesburg to remove Africans from the Western areas such as Sophiatown, Martindale and Newclare. The City Council of Johannesburg approved a resolution in 1944 for African removal from the Western areas to townships such as Orlando and Pimville. Feit (1967:92) argues that this resolution further strengthened residential segregation in the Johannesburg area. The new township accommodated approximately 80 000 people from the slum area of the inner-city. Further, the City Council of Johannesburg constructed Jan Hofmeyer, Pioneer and Glenesk schemes as public housing for the black communities from the slums in the inner-city in response to the crisis (Parnell in McCarthy & Smit 1983:52). The solution to the slum areas was later found in the Slums Act, 1934 (Act 53 of 1934) (hereafter referred to as Slums Act 53 of 1934) which provided for the elimination of slums. Both poor whites and Africans in slums benefited or qualified for state financed housing from the Slums Act of 1934 (Parnell 1987:27). This Act was also used to facilitate the separation of residential development in South Africa.

The National Party Government, which came into power during 1948, adopted laws such as the Group Areas Act, 1950 (Act 41 of 1950) (hereafter referred to as Group Areas Act 41 of 1950) to eradicate the multicultural environment within the Coolie location townships such as Sophiatown in Johannesburg,

Cato Manor in Durban and Lady Selborne in Pretoria. In achieving residential segregation, new townships such as Mamelodi in Pretoria and Soweto in Johannesburg were established on the outskirts of the white areas (Van der Horst and Reid 1981:93). The National Party considered separate development a solution to the problem facing South Africa (Solomon 1978:51). In conclusion, residential segregation contributed to the urban sprawl in South Africa. This challenge will require comprehensive programmes of intervention. The next section presents a discussion of the historical background of the South African housing policy.

2.4 HISTORICAL BACKGROUND OF THE SOUTH AFRICAN HOUSING POLICY

Once the Housing Act 35 of 1920 was adopted, Africans were not allowed to own land in urban areas. Instead they were allowed to rent public housing. Land was registered as the property of the Government and the South African Development Trust (Department of Land Affairs, 1997). Housing policies, legislative frameworks, institutions and administration since the adoption of the Housing Act of 1920 were divided on the basis of race and geography (Gardner 2003:5). In fact, Rust and Rubenstein (1996:109) point out that there were 12 racially based housing departments and six different subsidy schemes in total isolation from each other during the apartheid era. For example, there were several ministries dealing with housing. Transvaal, Bophuthatswana, Venda and Ciskei (TBVC) and the homelands handled their own housing matters (Rust & Rubenstein 1996:97).

The previous system and approach had a number of challenges. Firstly, these gave great inequalities to the spatial patterns. For example, the development of townships such as Soweto in Johannesburg was done through the Group Areas Act 41 of 1950. Secondly, the type of infrastructure constructed in African townships 'best suited for Africans'. The National Housing and Planning Commission, Native Affairs Department and National Building Research Institute determined the minimum number of rooms, sizes (40.4m²), ceiling height and provision of a separate lavatory (Morris 1981:53-53). Further, the standard plan, according to Morris 1981, was prepared with consideration being given to furniture arrangement, day light, ventilation and function. In addition, townships such as Newclare and Bertrams in Johannesburg were developed for the Coloured community. The type of infrastructure constructed in these townships was 'better than those of the African townships' (Development Action Group, 2001).

In addition, according to Msipha (2007:25-26), the previous system resulted, among other things, in instances where the state implemented housing programmes that did not address the housing needs of the intended beneficiaries. The researcher believes that the previous system perpetuated a number of informal settlements in cities and also invasions in many inner-city buildings. Hence, given its effects, there was a need to change the previous system.

From 1980, non governmental organisations (NGOs) and public sector bodies lobbied Government about the need, based on international research and policy development, to review institutional and funding mechanisms in the housing sector. Government also faced the reality of the rapid movement of Africans into cities (Rust & Rubenstein 1996:89). Huchzermeyer and Karam (2006:26) argue that the housing policy-making process from apartheid to post-apartheid South Africa has been marked by arguments and debates between different stakeholders. Because of such arguments and debates, the housing policy-making process (like the transition from apartheid to democracy) had to be resolved through a much celebrated negotiated settlement, characterised by compromise, which led to the first democratic dispensation in South Africa. In these negotiations, the African communities (which were excluded from benefiting from the previous system) expected the new Government of South Africa to re-look at their housing policy.

The National Housing Forum was then established (see section 1.1) and was perceived to provide an opportunity for Africans to raise their concerns regarding housing provisioning, which faced the African community at large. The Forum was expected to bring solutions to institutional, financial and policy crises in South Africa. Critics have noted a lack of participation by certain marginalised groups, and also the intended beneficiaries of the housing programme (Lalloo 1999 in Pillay, Tomlinson and Du Toit 2006:271).

The lack of public participation by the intended beneficiaries meant that their voices were not sufficiently represented. For example, in most of the public hostels, there were families of men, women, elders and children. Women and children who were residing in the hostels were never represented. In a democratic society the state is expected to take heed and listen to the voices of the poor (Msipha 2007: 24). The development of the modern state is similar to that of the past where Government decides

without engaging the affected beneficiaries. The researcher believes that communities should be afforded an opportunity to participate in the developments that affect them.

In spite of the lack of participation by the intended beneficiaries, the National Housing Forum's consequences, among other things, included the restructuring of the National Housing Board into the South African Housing Development Board, with new representatives, roles and functions (Gardner 2003:6). Further to this was the introduction of the capital subsidy and the promulgation of the Development Facilitation Act, 1995 (Act 67 of 1995) to facilitate the release of land for development purposes (Rust & Rubenstein 1996:4). The adoption of the White Paper on Housing in 1994 marked the new deal for housing wherein the vision is contained (Garner 2003:6). The next section discusses post-apartheid housing delivery in South Africa.

2.4.1 Post-apartheid housing delivery in South Africa

When the new dispensation came into being in April 1994, the South African housing sector was in crisis as a result of the previous housing programme. A severe housing backlog (especially in cities) characterised by a rapid growth in informal settlements caused by decades of apartheid city structuring had created social and economic divisions in urban spaces and also inappropriate housing strategies. The new dispensation (the African National Congress-led Government) introduced a new housing programme that resulted from the work of the National Housing Forum and was supported by the commitment made by the ANC to building one million houses in five years. The new programme was introduced as an attempt to close the gap created by the previous approach (Gardner 2003:5).

The new dispensation committed, through the Housing White Paper of 1994, to deliver one million units in five years from 1994-1999 (Khan and Thring 2003:17). This commitment originated from the Reconstruction and Development Programme and also serves as the African National Congress's manifesto of 'housing for all'. However, the emphasis of this policy was on quantity rather than quality.

The new housing programme had a number of challenges with regard to housing provisioning in South Africa. Emphasis (between 1994-1999) was placed on the construction of new houses (RDPs) as opposed to other national housing programmes as contained in the Housing White Paper of 1994, such

as the redevelopment of hostels, provisions of other forms of ownership such as bonded ownership, and provision of rental housing to ordinary South Africans who did not qualify for a subsidy. Hence Charlton, Silverman and Bernsford, (2003:9) and Pillay *et al.* (2006:254) argue that while a subsidy takes many forms, its largest manifestation has resulted in the production of Reconstruction and Development Programme (RDP) houses. The researcher agrees with the above authors in the sense that Government focused on RDP houses rather than the implementation of other available housing programmes. Hence most of the public stock in particular hostels are uninhabitable due to negligence by the Government. In addition, Government focused only on individuals who qualify for capital subsidy and never catered for individuals who were either earning more than the subsidy amount or who were without dependents. As such these beneficiaries had to look for alternative accommodation elsewhere, particularly in informal settlements, existing public stock such as hostels and inner-city buildings.

Furthermore, most of the houses constructed through the new housing programme are generally perceived to be of a poor quality. There is a need to improve most of the houses since they are in a bad state (Charlton *et al.* 2003:9; Zack and Charlton 2003:28). The researcher agrees with the above authors regarding the implications (financial and social) made by the Government of National Unity. This suggests a need to have a budget or a new programme to refurbish the new houses created and or to destroy some of the earlier houses completed by the Government of National Unity.

In addition, the commitment made through the new housing programme led to low levels of private sector investment (USAID 2001:5; Khan & Amber in Pillay *et al.* 2006:255; Khan and Thring 2003:17). In fact Government failed to create a conducive environment where beneficiaries could access loans (Charlton *et al.* 2003:9). Government should have made the necessary arrangement with financial institutions to enable the poor to access loans. Government should have provided financial institutions with certainty in the form of guarantees for low income earners.

The new programme, according to USAID (2001:5), Khan and Amber (in Pillay, *et al.* 2006:255), Khan and Thring (2003:17), Charlton *et al.* (2003:11), has also made a contribution and impact on the notion of integration, compaction and restructuring of the apartheid city. This is because these new townships were constructed far from economic activities and beneficiaries, as a result, are expected to travel long distances to their work areas. Khan and Thring (2003:45) indicate that the application of the subsidy

system destroys the fragile livelihood and coping strategies of the poor. Their suggestion is that there is an urgent need to link housing provision to long term economic development and survival strategies for the beneficiaries of subsidised houses. The idea will be to create places of opportunities in both new and existing townships (Charlton *et al.* 2003:10). Hence Charlton *et al.*, (2003:9) believe that owning a subsidised house worsens the economic circumstances of the poor. The researcher concurs with the above authors in the sense that the new housing programme never considered the survival strategies of the individual beneficiaries (mainly Africans) who were either unemployed or self-employed, and who were allocated houses mainly on the peripheries. The implication of this arrangement is that the poor will be forced to find other ways of generating income in townships where they have settled.

In response to the delivery challenges, the National Department of Housing undertook its first review of the housing strategy during the year 2001/02. The findings of the review indicate that in the adjustment of the new areas it was necessary to focus on the scale of production, on increased emphasis on social housing and on recognition of rental housing. There was a need for Government to start recognising both rental and social housing, especially for beneficiaries who do not qualify for RDP houses. Further to this was also a need to recognise small landlords found in informal settlements (Garner 2003:29).

Other than the challenges raised above, the new programme implemented since 1994 stimulated the rental market in new townships created post-1994. In fact there is evidence of a vibrant rental market of Government subsidised houses. For example, individual beneficiaries have constructed rental rooms in townships such as Diepsloot in the North of Johannesburg and Cato Manor in Durban (Charlton *et al.* 2003:12). The researcher concurs with Charlton *et al.* (2003) regarding the rental market stimulated in the new developments or townships where public houses were constructed. However, the researcher believes that the rental market can only be sustained if Government improves the existing infrastructure within the new townships to accommodate the proposed development. Furthermore, Government will be expected to introduce regulatory measures (rental) and also create a section that will deal with any disputes (between landlords and tenants) that may arise.

During 2004 the Cabinet of South Africa signed a Comprehensive Plan Breaking New Ground: A Comprehensive Plan for Sustainable Human Settlements (hereafter referred to as Breaking New Ground Strategy (BNG)). The new plan is intended to address the functioning of the entire residential property

market. This plan also seeks to respond to the demand rather than simply allocating the same product equitably to all households. The new plan is an attempt to address poverty, economic growth, improve the quality of life of the poor, create an asset for the poor and ultimately develop sustainable human settlements (Pillay, *et al.* 2006:262). In terms of this plan, housing is seen as a catalyst for achieving a set of broader socio-economic goals. Most importantly, this plan seeks to rebuild a non-racial society by encouraging mixed development projects where different typologies (social housing programmes, BNG houses, rental rooms, credit-linked houses and bonded houses) in one project will be delivered (Pillay *et al.* 2006:257; Huchzermeyer and Karam 2006:46). The BNG strategy has already been piloted in the N2 Gateway project in the Western Cape Province. According to Msipha (2007) the N2 Gateway project was, among other things, intended to pilot the Informal Settlement Upgrading Programme as part of the BNG Strategy. However, this Strategy is not seen to be rebuilding a non-racial community and has also failed to address poverty and economic growth. For example, the majority of informal settlement dwellers are Africans and the minority (white community) are unlikely to benefit from the informal settlement upgrading programmes since they do not reside in informal settlements in large numbers as compared to their African counterparts. The researcher holds the opinion that the BNG Strategy is an ambiguous strategy which might not yield the intended results. Most of the informal settlements are situated on undevelopable land and will therefore need to be relocated. Hence it is proper for the National Department of Housing to find alternative ways of acquiring land for housing purposes.

Furthermore, the results of the agreement made between the National Department of Housing, now called the National Department of Human Settlement and the Department of Land Affairs, are yet to be seen (Department of Land Affairs 1997). The two departments are focusing on ways to fund the purchase of well located land for housing. The intention of this process is to try and encourage purchasing of land which is mainly situated next to perceived economic opportunities in cities (Charlton, *et al.* 2003:11). The next section discusses public housing and the urban poor in South Africa.

2.5 PUBLIC HOUSING AND THE URBAN POOR IN SOUTH AFRICA

Housing provisioning in any urban environment should involve many interrelated services which complete the infrastructure of the community. However, this is not true in the case of South Africa. For example, the former townships, such as Klipspruit in Johannesburg, were created with incomplete

infrastructure. Klipspruit was developed by the City Council of Johannesburg without having facilities such as libraries, road infrastructure and health facilities (Van der Horst and Reid 1981:91).

The poor (African beneficiaries) were left by this public housing with a number of challenges. According to Morris (1981:135), public housing, in particular hostels meant that the inhabitants lacked privacy and also had unsatisfactory ablution facilities. The researcher believes that the public housing system had a negative social effect on the individual tenants. Obviously, most of the tenants were prohibited from bringing their families with them and some might have even lost their marriages back home in the rural areas.

However, a few public houses were provided with higher standards but as a result construction costs were pushed way above the capacity of the poor to afford the rent. In such cases, only the privileged who had a stable income (mostly public sector officials) benefited from this type of public housing (Kok 1985, 1986a in Kok and Gelderblom 1994:140). The implication of this system of public housing was that only people who were working enjoyed the benefits. The researcher believes the system pushed millions of South Africans, especially those who were not working, into informal settlements within urban areas.

Kok and Gelderblom (1994:140) indicate that public housing lacked the flexibility that the poor required in terms of payment schedules and physical space. Tomlinson (1990a in Kok and Gelderblom 1994:140) argues that public housing units are static and as such would not meet the dynamic needs of households changing over time. Only standardised units were provided and as such tenants were not allowed to extend the units in cases where there was family growth (Morris 1981:139-140; Tomlinson 1990 in Kok and Gelderblom 1994:140). The researcher believes that the public housing scheme was suitable for elderly people and/or single people without dependants as opposed to beneficiaries that have plans to or already have dependents. The researcher holds the opinion that Government should have provided free accommodation to all South Africans.

Due to inadequate financing coupled with very low levels of repayment by the beneficiaries of public housing, it was impossible for local authorities to maintain their stock (Urban Foundation 1991b in Kok and Gelderblom 1994:141). For example, the property management system for public hostels collapsed

during the mid 1980s and early 1990s, during the final decades of apartheid. New tenants had taken occupation of most of the public hostels and were not paying rent (Pienaar and Cloete 2005:45). Public housing, in particular hostels, has thus shifted from the original plan of housing temporary residents in urban areas and restricting African relocation to cities.

It is for the reasons stated above that property management of the existing public stock needs to be improved. For example, there was always a need to redevelop public hostels. Hostel redevelopment means converting the single rooms into family accommodation. Furthermore, redevelopment involves the provision of infrastructure such as basic water, roads, electricity, and sanitation. In addition, there has always been a need for hostel tenants to be integrated into the neighbouring communities (Housing Code 2000:333).

Turner (1980 in Kok and Gelderblom 1994:141) emphasises the need to avoid the ‘single-minded approach’ to build huge housing projects. Turner 1980 further argues that instead of adopting the ‘single-minded approach’, it is better to first understand that it simply does not suffice to house a poor person if at the same time it is not made possible for that person to improve his or her earning capacity. Turner (1980) suggests a more comprehensive approach which he believes will allow more flexibility. The comprehensive approach will make it possible for the individual beneficiaries to improve their earning capacity and give access to many other benefits of community life such as infrastructure services, clinics, shops, entertainment and other social amenities.

Improved property management systems and principles are needed in order for municipalities to deal with new complexes created through Hostel Redevelopment Programmes, with existing public housing stock such as hostels which have not been upgraded, and with existing houses which were never transferred to individual beneficiaries through the Discount Benefit Scheme as provided in the Housing Code of 2000. The Discount Benefit Scheme is available to persons who were existing tenants (and still are) in occupation of Government houses on 15 March 1994 (Behrens, Watson, and Wilkinson 1998:40).

In an attempt to deal with the problems raised above, Government introduced the Community Residential Unit Programme (CRUP) to deal with the existing public stock (see section 1.1). In Gauteng

Province, four hostels in Soweto, namely Diepkloof, Dube, Meadowlands and Orlando, were being upgraded into family units at the time when this study was undertaken (<http://www.gpg.gov.za/docs/pr/2008pr0610a.html>). The researcher holds the view that CRUP is an ambiguous programme which might not achieve its intended objective (of addressing the existing public stock, in particular hostels). This is due to the fact that only family units, mainly two-bedroom units, are being provided in the four hostels being upgraded through the CRUP. Other tenure forms which are available in the Housing Code have not been provided for so far in the development. Furthermore, municipalities (in this case the City of Johannesburg Metropolitan Municipality) might not be able to manage the new complexes created through CRUP as expected of them because of the shortage of property management skills. The extent to which CRUP can achieve its intended objective is still to be seen. Below a discussion of the Hostel Redevelopment Programme is presented. The cases of both City Deep and Nobuhle Hostel are also presented.

2.6 HOSTEL REDEVELOPMENT PROGRAMME

Hostel Redevelopment Programme is a national housing programme introduced on 2 October 1991. The programme was refined during the years 1994, 2002 and 2006 by the National Department of Housing (Department of Housing 2006). In 2009, the Zuma Administration renamed the National Department of Housing the National Department of Human Settlements.

The Hostel Redevelopment Programme is aimed at achieving six policy objectives: firstly, to promote humane living conditions for hostel residents; secondly, to include hostel residents, neighbouring communities and other stakeholders affected by the redevelopment in decision-making processes; thirdly, to promote social integration within hostel communities and also among hostels and the neighbouring communities; fourthly, to include plans for accommodating those who will be displaced by the project; fifthly, to initiate local institutions and administrative procedures into the system in order to sustain improvements and undertake socio-economic development; and sixthly, it embodies a development orientated towards empowerment, participation and the promotion of economic opportunities.

Further to the objectives, the hostel redevelopment makes provision for various types of tenure options, namely a rental development scheme, an ownership development scheme and an alternative use development scheme. The rental units are provided by a Social Housing Company through the institutional subsidy mechanism. Ownership schemes are provided through project-linked subsidy mechanisms. Both rentals and ownership might require additional land since the existing structures might not be enough to accommodate such developments. Alternative use schemes can be provided in the form of either a school or community centre (Department of Housing 2000).

The objective of the Hostel Redevelopment Programme and the options or types offered by the programme will be used as evaluation criteria to check whether the hostel upgrading programme contributes towards reducing the housing shortage within COJMM. Funding for this programme will be done through four phases. In phase one, the provincial government and the Provincial Housing Development Board (now called the Gauteng Provincial Housing Advisory Board) are informed of the intention by the applicant to initiate a hostel redevelopment. Once the notification application has been approved, the next step is for the Local Negotiating Group to call for proposals from consultants. In the third phase, the Local Negotiating Group continues with the detailed designs immediately after the preliminary planning phase is completed. The fourth phase involves the preparation of a detailed design and tendering process. The Hostel Redevelopment Programme provides a framework according to which hostel upgrading has to be undertaken. It also contains the principles and the processes that guide the hostel upgrading programme (Department of Housing 2000).

To further operationalise the policy in Gauteng Province, the GDoH appointed the Community Agency for Social Enquiry (CASE) to assist in the revision of the hostel redevelopment policy. CASE is an independent South African research non-governmental organisation (NGO) focusing on poverty and inequality, labour and the economy, service delivery, social security, gender, migration and children. The main reason for the appointment of this research Agency was that the hostel upgrading programme failed to address the real challenges faced by the hostel residents. The Agency proposed that aspects such as employment creation, women and children, health, tenure option, designs, a participation process, security arrangements, an alternative use be included in the national policy. The Agency was of the opinion that if these social problems were solved, the quality of life in hostels could be improved. For example, the socio-economic survey study conducted within Sethokga Hostel in Tembisa Township,

Gauteng Province, indicated that the single option approach was not appropriate for upgrading hostels. This approach in fact restricted the provisions of family rental housing (Community Agency for Social Enquiry 2001; Crofton and Pienaar 2000 in Pienaar and Cloete 2005:61).

Pienaar and Cloete (2005:61) suggest that Government should adopt a more flexible approach towards redeveloping hostels that combines various subsidy instruments. As such the real needs can be addressed through a flexible approach and hostels could then start forming a valuable asset within the communities from which they were isolated. The researcher shares the sentiment of Pienaar and Cloete (2005) regarding the adoption of a more flexible approach towards redeveloping hostels in South Africa. This can be achieved if the Government of National Unity changes its approach towards the implementation of the national housing programmes. Government focused its attention on building Reconstruction and Development Programme (RDP) houses as opposed to implementing other national housing programmes. Hostel Redevelopment Programmes present Government with a perfect opportunity to combine various instruments such as ownership (bonded, credit-linked or RDPs) or rental housing, as contained in the Housing Code of 2000.

In response to the need for a flexible approach, the National Department of Housing introduced the Community Residential Units Programme during 2006. This programme recognises a need to deal with existing public housing in a decisive and comprehensive manner. It seeks to close the divide between social housing and lower markets. Most importantly, this programme seeks to integrate hostel residents into local communities where hostels are situated (Department of Housing 2006). The Community Residential Units Programme is aimed at the following: stabilising the housing environment and the market, especially in townships, suburbs and inner-city areas; supporting the integration of existing public housing into the broader housing market and environment; ensuring the creation of sustainable public housing assets; addressing dysfunctional and distressed buildings in cities; and providing rental accommodation for income groups not viably serviced by social or other housing programmes (Department of Housing 2006:6).

To understand how Hostel Redevelopment Projects are implemented within COJMM, a brief analysis of the City Deep and Nobuhle Hostel Redevelopment Project are provided below.

2.6.1 City Deep and Nobuhle Hostel Redevelopment Projects

COJMM planned to redevelop all its hostels into decent affordable accommodation by 2009 through the Housing Code of 2000, particularly Chapter 10, which deals with the Hostel Redevelopment Programme *iGoli* 2002 Strategy (hereafter referred to as the *iGoli* Strategy). The *iGoli* Strategy encompassed the need to eradicate all hostels within the then GJMC by the year 2009. During the period leading up to the first structuring of the GJMC (now called the City of Johannesburg Metropolitan Municipality), it was advocated through the *iGoli* Strategy that all hostels, including other municipal-owned rental stock, be disposed of (COJMM Section 79 Housing Committee; COJMM's Mayoral Committee 2004).

The reason for implementing both City Deep and Nobuhle Hostel Redevelopment Projects was among other things to pilot new ideas and approaches to the redevelopment of hostels within the COJMM jurisdiction. The Hostel Redevelopment Programme is aimed, among other things, at redressing the challenges that the previous housing system caused. It is proper for the Gauteng Provincial Housing Department and National Department of Housing, as developers, to know the nature of the socio-economic conditions within existing hostels to be able to implement the redevelopment programmes (City Deep Business Plan 2007).

The City Deep Hostel Redevelopment Project is implemented by JOSHCO (see section 1.3). The Nobuhle Hostel Redevelopment Project is being developed by the Alexandra Urban Renewal Project (AURP) (see section 1.3). The target population of the City Deep Hostel Redevelopment Project is residents within the City Deep Hostel, tenants of the Citrine Court building, tenants from Bellavista Housing Estate within Region F, and other prospective tenants to be recruited by JOSHCO from its waiting list. JOSHCO targeted Citrine Court building and Bellavista Housing Estate because the two buildings were declared uninhabitable and as such there was a need to relocate the affected tenants to City Deep (City Deep Project Business Plan 2007). At the time when the study was undertaken, JOSHCO had completed (refurbished) 79 family units within Citrine Court Building and 798 family units in the Bellavista Housing Estate. However, approximately 3 000 families were displaced as a result of the refurbishment of the two complexes. Three hundred and eighty (380) rental units were also completed within City Deep Hostel (see section 1.3). While the targeted beneficiaries for Nobuhle Hostel Redevelopment Project are the residents of Nobuhle Hostel, only 298 rental units were completed

in the Nobuhle Hostel Redevelopment Project (see section 1.3). Both the City Deep and Nobuhle Hostel Redevelopment Project are intended to address the housing needs of various communities, and not only residents within the two hostels.

2.7 CONCLUSION

This chapter has reviewed the literature on the development of public housing in South Africa. The review indicates some strengths and weaknesses in relation to the management of public housing and the upgrading of especially hostels in South Africa. Attempts were made by government to upgrade hostels and provide better living conditions for hostel residents. However, there is still a lack of progress with regard to the maintenance of the existing public housing stock, specifically in the case of hostels not marked for development. The literature has indicated a need for a comprehensive or flexible approach for maintaining or dealing with existing public housing. Evidence of this is indicated with the adoption of the Community Residential Units Programme by the National Department of Housing in 2006. The next chapter undertakes a discussion of the research methodology of this study.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

In the previous chapter, the literature review was provided. The review focused on the South African housing policy, pre-apartheid housing, housing of the urban poor as well as the Hostel Redevelopment Programme. This chapter provides discussions on the research methodology used in the study. The research was undertaken within the City of Johannesburg Metropolitan Municipality (COJMM) in Gauteng Province. The researcher collected data using interviews and questionnaires. The chapter then discusses issues related to the validity and reliability of the study. This is then followed by a discussion of the data analysis method and the ethical considerations in doing research.

3.2 RESEARCH METHODOLOGY

Bouma and Atkinson (1995:206) indicate that research done through qualitative methods produces descriptive data such as people's spoken or written words or observable behaviours. Qualitative research, according to Merriam (1998:6), is concerned with understanding the phenomenon of interest from the participants view point, not the researcher. Qualitative researchers are interested in understanding how people interpret their experience, how they construct their worlds, and what meaning they attribute to the experiences (Merriam, 2009:5). When undertaking her case study regarding informal settlement growth in Regional Town, Mlotshwa (2008:23) employed the qualitative approach. In this study questionnaires, observation and in-depth interviews were used to collect data. The study undertaken by Radebe (2006:6) on the challenges of women in housing delivery within Mpumalanga Province also employed the qualitative methodology. In this study by Radebe (2006), face-to-face interviews, personal documents and questionnaires were used to obtain data. Ndumndum (2001:31) followed a qualitative research paradigm in his study on public incentive for private investment in Johannesburg inner-city housing. In this exploratory study, the author proved that there are public incentives that could be used to attract private sector investment. Unstructured interviews were used to gather data in this study.

The above studies provide an indication regarding the conventional methodological approach relevant for studies in public housing. Despite a general use of qualitative research, this study undertakes a mixed approach of both qualitative (as a conventional method) and quantitative approaches. The marriage of methods, according to Bryman (1995:129), frequently occurs where the researcher is pursuing an examination of one social collectivity or possibly two or three collectives. This study employed both semi-structured interviews and structured questions to collect primary data from officials and tenants of both City Deep and Nobuhle Hostels in an attempt to answer the research question. Quantitative methods are defined by Antonius (2003:2) as the procedures and techniques used to analyse data numerically. Such data is produced by counting and measuring objects.

By employing both qualitative and quantitative methods, the researcher attempts to understand the Hostel Redevelopment Programme from the viewpoints and opinions of the individuals involved (policy implementers) or affected directly and indirectly by the redevelopment. The application of these two paradigms, as in a case study approach, will be used to gain insight into the dynamics and challenges of hostel redevelopment projects. In fact the two approaches (qualitative and quantitative methods) were adopted in order to answer the research questions as captured in Chapter one of this study. The next section provides a discussion of the research design followed in this study.

3.2.1 Research design: case study

It is important to first give or provide a definition of research design. Research design is defined by Antonius (2003:26) as a careful planning of the operations to be implemented in collecting the required data in a rigorous, systematic manner or according to the accepted methods and ethics of social research. Burns (2000:145) defines research design as a plan aimed at enabling answers to research questions to be obtained.

A case study strategy was employed for the purpose of this study. As indicated in section 3.2, this study employed a mixed approach where both a qualitative and quantitative approach were followed. The great strength of the case study method is that it allows the researcher to concentrate on a specific situation and to identify various interactive processes at work (Bell 1999:11).

The researcher considers two cases of hostel redevelopment in this study, namely City Deep and Nobuhle Hostels. Denscombe (2003:38) argues that the case study approach can fit well with the needs of a small research study through concentrating efforts on one or only a few research sites. As indicated in Chapter one (see section 1.5), this study is part of the academic requirement (a mini-dissertation) and is for the reason offered by Denscombe (2003) that the cases of City Deep and Nobuhle Hostels, where Hostel Redevelopment Projects were being implemented, were selected.

3.2.2 Type of study

This study undertakes an exploratory research to examine the implementation of the Hostel Redevelopment Projects in the City Deep and Nobuhle Hostels. Exploratory research is used to gain insight into the situation, project, community and phenomenon (Bless and Higson-Smith 1995:42; Babbie 1995:81). An exploratory study, according to Gray (2004:32), is useful when not enough is known about a particular phenomenon.

When designing an exploratory research, one has two options, namely, a survey and a case study. On the one hand, in a survey research information is collected over a broad range of cases. On the other hand, case studies are designed to bring out the details from the perspective of the participants by using more than one source of data (Msipha 2007:42). According to Neuman (2006:34), exploratory researchers in most cases use qualitative techniques to gather the required data. However, this study adopted a mixed approach using both qualitative and quantitative approaches. The sampling and data collection methods used in this study are discussed below.

3.2.3 Sampling and data collection

The researcher used purposive sampling for selecting the City Deep and Nobuhle Hostels where the study was conducted. Neuman (2000:198) indicates that in purposive sampling, a researcher uses his or her judgment when selecting cases with a specific purpose in mind. In purposive sampling, the researcher uses his or her own experience when choosing respondents to take part in the study (Bailey 1987:94). The selection of these Hostel Redevelopment Projects was informed by a need to focus on Hostel Redevelopment Projects within the jurisdiction of COJMM of the Gauteng Province, where the

implementation experiences can serve as a practical lesson for other Hostel Redevelopment Projects in South Africa and elsewhere in the world.

As indicated in Chapter one, this study intends to examine the implementation of Hostel Redevelopment Projects as implemented within City Deep and Nobuhle Hostels. The researcher employed stratified sampling to select respondents from the City Deep and Nobuhle Hostels which comprise the AURP officials, COJMM officials, JOSHCO officials and GDoH, as well as tenants of the two hostels (Berg 1989:229). This technique ensures that a sample adequately represents selected groups in the population (O'Sullivan and Rassel 1989:122). According to Bailey (1987:91), stratified random sampling ensures that each rank, age and income level of the population to be studied are represented. The next section provides a discussion of data collection methods, starting with an explanation of triangulation.

3.2.3.1 Triangulation

The researcher employed a case study strategy in this study. One of the strengths of a case study method is the fact that it allows for the use of several data sources (Outhwarter and Turner 2007:113). According to Burns (2000:388), triangulation refers to the use of two or more methods of data collection in the study of some aspect of human behaviour. Structured questionnaires and semi-structured interviews were employed in this study. These two distinct methods qualify the study in both qualitative and quantitative research domains. Since case studies are multi-perspectival in nature, the researcher considered not just the voice and perspective of the actor, but also of the relevant groups of actors and the interaction between them (Tellis 1997:2). In this study, participants shared their experiences through participating in semi-structured interviews and in answering structured questionnaires.

(a) Semi-structured interviews

Interviews, whether structured or unstructured, are one of the most important tools for information-gathering. In an exploratory study where the objectives of the research involve feelings or attitudes of people, interviews are suitable (Gray 2004:214) because the researcher has direct personal contact with the interviewee in order to obtain an answer to the questions posed (Bless and Higson-Smith 1995:106). Interviews are essential as most case studies are about people and their activities (Burns 2000:467). An

interview is defined as a meeting between two or more people where the aim is to exchange information and ideas through questions and responses which result in communication and joint construction of meaning about a particular issue (Janesick 1998, in Merriam 1998:83).

Esterberg (2002:85-87) differentiates between three types of interviews, namely structured, semi-structured and unstructured interviews. Structured interviews are the most formal and the most rigidly controlled interviews. Sequences of questions and the pace of the interview are pre-established upfront in structured interviews. The second type of interview is sometimes called an in-depth interview. Semi-structured interviews are intended to explore a topic more openly and to allow interviewees to express their opinions and ideas using their own words. In unstructured interviews, the interviewer does not have a set of questions prepared in advance.

Primary data was generated through the use of multiple sources for gathering data. Semi-structured interviews with officials from COJMM, JOSHCO, GDoH and, AURP were used as such. In a semi-structured interview the interviewer prepares a list of issues or questions in advance to be discussed (Denscomber 2003:167). Hall and Hall (1996:157) state that the interviewer poses major questions the same way each time. An advantage of a semi-structured interview is that an interviewer may ask additional questions as new issues arise or ask for clarity during an interview. This process is called probing. The researcher may ask for a clearer or a more comprehensive explanation (Zikmund 2003:201). The interviewer employed both interview schedules and interview guides during the interview. In an interview schedule, a standard schedule is used for each respondent, in which the questions have the same wording and are asked in the same order (Sapsford and Jupp 1996:94). An interview guide involves a list of topics or aspects of these topics that have a bearing on a given theme and that the interviewer should raise during the interview (Welman and Kruger 1999:161).

Semi-structured interviews were used to capture the views of different stakeholders involved in the implementation of both the City Deep Hostel Redevelopment Projects. Only officials from COJMM, GDoH, AURP and JOSHCO who took part or played a part in the implementation of Hostel Redevelopment Projects within the jurisdiction of the COJMM were selected. The researcher had the advantage of having access to all the participants since he is employed by COJMM.

(b) Administration of questionnaires

A questionnaire is defined as a set of questions for respondents to complete themselves (Newell 1993 in Hall and Hall 1996:98). Hall and Hall (1996:99-101) and Bourgue and Fielder (1995:3-6) differentiate between three types of questionnaires, namely, self-completed without the researcher, self-completed in a group with the researcher being present and a face-to-face interview (structured questionnaire). In a self-completion research where the researcher is not present, there is no control over how the respondents answer questions. Further to this, there are no travel expenses involved for an interviewer. Nevertheless, self-completion in a group in the presence of the researcher is a useful alternative to using the postal system, particularly if the researcher finds an occasion on which respondents are already gathered together. The interviewer provides guidance to the respondents through the questions in a face-to-face interview. The response rate to interviews is generally higher than that of mail questionnaires.

The researcher was assisted by the housing supervisor at City Deep Hostel and the hostel manager of Nobuhle Hostel in administering the structured questionnaires. In this regard, meetings with the housing supervisor of City Deep Hostel and the hostel manager of Nobuhle Hostel were arranged when introducing the study and asking for permission to undertake it (Denscombe 2003:145).

Sapsford and Jupp (1996:102) suggest that the degree of literacy of respondents should be carefully considered when choosing questionnaires as a data collection method. Studies that target the community in general are likely to have poor responses because people who are illiterate and who have difficulty in reading are unable to respond even if they want to (Bourque and Fielder 1995:15). In this study, the researcher took the advice of Sapsford and Jupp (1996) and visited individual tenants (informants) after their working hours in order to conduct the interviews and was able to interview five tenants a day. Permission was granted by the facility managers and consent obtained from participants (see section 3.7). Further, the researcher was able to guide the individual tenants in the completion of a structured questionnaire. Since structured questionnaires involve face-to-face contact, this helps the researcher to deal with non responses (Gray 2004:210; Hall and Hall 1996:101).

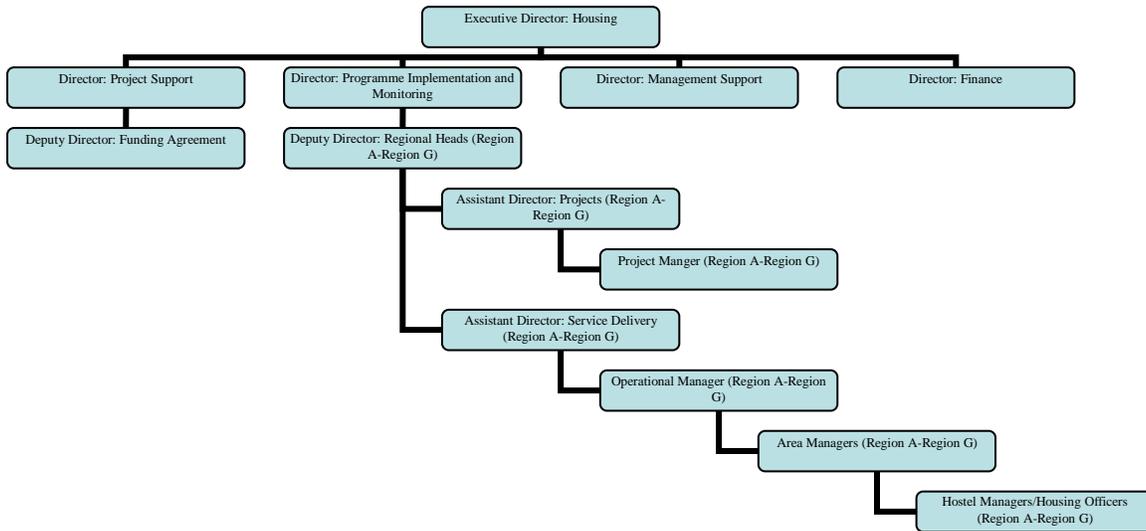
The questionnaires were used to capture the views of different residents or tenants on specific aspects of the project and their reflections on the successes and failures related to the implementation of the Hostel Redevelopment Project within City Deep and Nobuhle Hostels.

3.3 Organisational structure of the Gauteng Department of Housing, the City of Johannesburg Social Housing and Alexandra Urban Renewal Project

This section presents a discussion of the organisational structure and compositions of the four institutions which participate in the implementation of the hostel redevelopment project within the jurisdiction of COJMM. Attention is given to the following institutions namely, GDoH, COJMM, JOSHCO and AURP. Organisational structure is defined by Van Dyk, Haasbroek, Schultz, Sono and Werner (2004) as the sum total of the way in which its workers are divided up to perform specific tasks and the degree of coordination achieved between various tasks. It is the responsibility of management to ensure that the coordination of various tasks is achieved.

Semi-structured interviews were conducted with six officials from COJMM in both the City Deep and Nobuhle Hostel Redevelopment Project studies. In the City Deep Hostel Redevelopment Project study, only two officials were interviewed, a deputy director and the executive director. Deputy directors within COJMM are accountable to the directors who report to the executive directors while the executive director: housing accounts for all housing matters within the jurisdiction of COJMM (refer for more details to section 4.3.1). Four officials were interviewed through semi-structured interviews in the case of the Nobuhle Hostel Redevelopment Project. Two directors, one assistant director, and one hostel manager were interviewed (refer for more details to section 4.5.1). Within COJMM, directors account to the executive director: housing and are responsible for a particular programme such as implementation or project packaging. Assistant directors report to the deputy directors and are responsible for implementing various projects within their jurisdiction such as Region A. Hostel managers are accountable to the operational managers who report to the assistant directors. The hostel managers are responsible for daily operations within the hostels. Figure 3.1 below illustrates this structure.

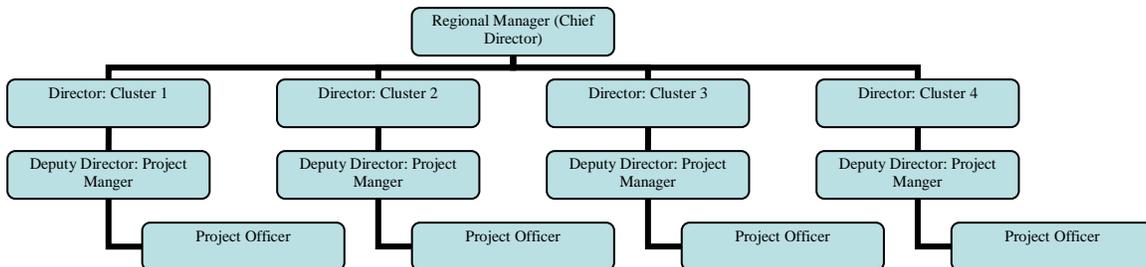
Figure 3.1 Simplified COJMM organisational structure



Source: City of Johannesburg Metropolitan Municipality (2007)

Only two project managers were interviewed through the semi-structured interview for both the City Deep and Nobuhle Hostel Redevelopment Project studies (see section 4.3.1 and section 4.5.1 for more details). Project managers from GDoH are accountable to the directors. These managers are the actual implementers of the national housing programme within their clusters. The GDoH has clustered its projects within the jurisdiction of COJMM. For example, Cluster 3 covers areas such as Soweto and Roodepoort. In other words, the director for Cluster three is responsible for housing projects within Region C and Region D. Figure 3.2 below illustrates this structure.

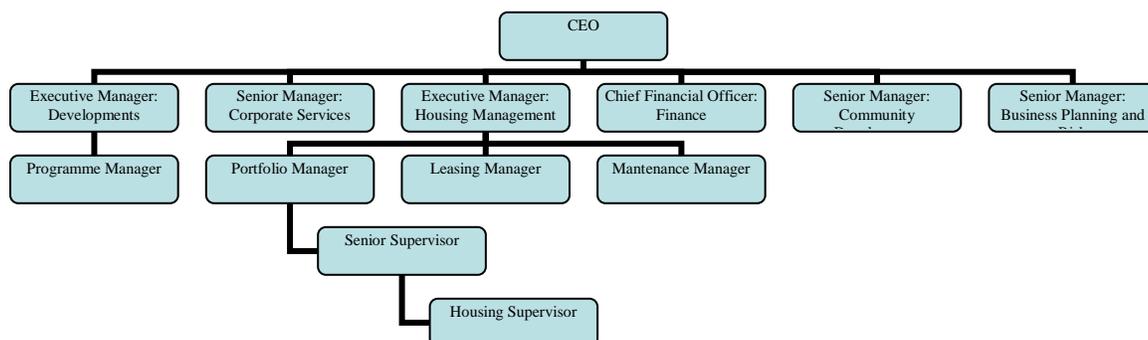
Figure 3.2 Simplified GDoH organisational structure (Southern Region).



Source: Gauteng Provincial Department of Housing (2006)

As indicated in Chapter two of this study, under section 2.6.1, JOSHCO is an entity that was established by COJMM during 2002. Six officials from JOSHCO were interviewed. Such officials include the executive manager, two programme managers, the leasing manager, the housing portfolio manager and the senior housing supervisor. The executive managers are responsible for areas such as new developments or property management and account to the chief executive officer of the company. Programme managers within JOSHCO are responsible for the supervision of the designs and the actual implementation of the social housing units. The portfolio managers within JOSHCO are responsible for a number of complexes involving City Deep and many others within a demarcated area. These managers are accountable to the executive manager: housing management. The leasing managers are expected to ensure that new tenants sign lease agreements prior to taking occupation of the social housing units. Further, these managers are responsible for consumer education. Senior housing supervisors are responsible for the day-to-day management of a particular complex, for example, City Deep.

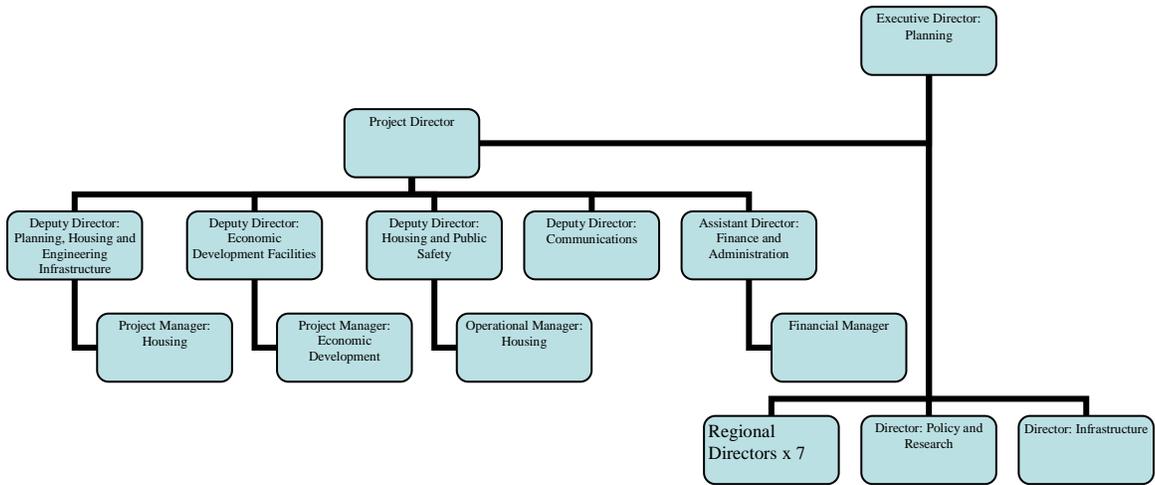
Figure 3.3 Simplified JOSHCO organisational structure



Source: Johannesburg Social Housing Company (2008)

One official from AURP was interviewed for the purposes of the Nobuhle Hostel Redevelopment Project study. Within AURP, project managers are responsible for the actual implementing of a particular programme such as a national housing programme or economic development project. The project managers are accountable to the deputy director: planning, housing, engineering and infrastructure within AURP. Figure 3.4 below illustrates this structure.

Figure 3.4 Simplified AURP organisational structure



Source: Alexandra Urban Renewal Project (2008)

3.4 SAMPLING PROCEDURE

Singleton and Straits (1999:135) point out that researcher seek to establish the broadest possible generalisation applicable to infinitely large classes of events. The idea with sampling is to select those elements in the population from which to draw conclusions about the population. Stratified random sampling was used for selecting officials responsible for the implementation of Hostel Redevelopment Projects within the jurisdiction of COJMM and beneficiaries of the City Deep and Nobuhle Hostels who responded to the survey questionnaires (refer to section 3.2.3).

Table 3.1 Stratified sampling applied to the officials implementing hostel redevelopment projects within the jurisdiction of the City of Johannesburg Metropolitan Municipality

Departments or institutions	Population	Targeted population (programme or projects implementation officials) (N)	Proportional sample (n)
COJMM	689	10	5
JOSHCO	58	12	6
GDoH (Southern Region)	43	4	2
AURP	16	2	1
Total	806	28	14

In Table 3.1, the researcher lists the officials responsible for the implementation of Hostel Redevelopment Projects within the jurisdiction of COJMM. The total population is 806 while the targeted sample is 28 (N). A population also called general universe is defined by Hall and Hall (1996:107) as the broad category of people about whom the research is concerned. A population comprises the entire collection of units about which the researcher wishes to make a conclusion (Welman and Kruger 1999:18). An element is that unit about which information is collected and which provides the basis of analysis (Babbie 1998:200). A sample is the subject of the whole population which is studied by the researcher and whose characteristics will be generalised to the whole population (Bless and Higson-Smith 1995:86). According to Hall and Hall (1996:10) samples are those people who are in fact selected for inclusion in a particular study. These are respondents that the researcher will have information on, but the researcher wants to use them to stand in for the whole population or general universe. A targeted population is defined as a complete group of specific population elements relevant to the study or research project (Zikmund 2003:373).

The sampling drawn consisted of 14 (n) housing officials who are employees of the COJMM, GDoH, JOSHCO and AURP. These officials are directly involved with the implementation of Hostel Redevelopment Projects within COJMM. The sample was made up of three project managers, two programme managers, three property managers, one assistant director, one deputy director, two directors, an executive manager, and an executive director. A semi structured interview was conducted

by the researcher with all the interviewees 14 (n). The selection of the sample was based on a single variable, namely rank (see section 3.2.3.1). Mainly officials taking part in the actual construction and property management were selected or included in the study.

Table 3.2: Stratified sampling applied in both City Deep Hostel and Nobuhle Hostel

Hostel	Population	Targeted population (N)	Proportional sample (n)	Income	Age
City Deep	865	30	15 (50%)	R 0.00-R3 500=4 R3 501-R7 000=6 R7 000-R10 000=2 Other=3	21-30=0 30-40=1 40-50=6 50-60=4 Other=4
Nobuhle	2 944	30	15 (50%)	R0-R3 500=3 R3 501-R7 000=2 R7 000-R10 000=0 Other=10	21-30=3 30-40=4 40-50=8 50-60=0 Other=0
Total	3 809	60	30	30	30

In Table 3.2, the two hostels within the jurisdiction of COJMM being redeveloped through the Hostel Redevelopment Programme are considered. The total population is 3 809 and the targeted population is 60 (N). The sample comprises 30 (n) residents and tenants of which 15 are from each hostel. The sample included tenants who earn between R0-R 3 500 per month (n=7), tenants who earn R3 501-R7 0000 per month (n=8), tenants who earn R7 000.00-R10 000.00 per month (n=2), and those who fall within the category of other (n=13). In terms of the income category, the researcher used other criterion to cater for the unemployed and for those who earn more than R10 000 per month (refer to table 3.2 above). Furthermore, tenants are between the ages of 21 and 30 (n=3), 30 and 40 (n=5), 40 and 50 (n=13), 50 and 60 (n=12). Structured questionnaires (face-to-face interviews) were administered to all the tenants (N60). The selection of the sample was based on two variables, namely, age and income level/s. The

researcher selected a proportional stratified random sample. This is a sampling method in which the number of sampling units drawn from each stratum is in proportion to the population size of that stratum (Zikmund 2007:388). The next section discusses the validity and reliability of the study.

3.5 VALIDITY AND RELIABILITY OF THE STUDY

Both validity and reliability are crucial in the study since they have a direct impact on the credibility of the study and can be used to determine whether the study is valuable or not. If the same data is produced when using the same measurement or instrument in similar circumstances, then data collection should be deemed reliable (Burns 2000:388; Msipha 2007:71). Reliability has three dimensions, namely, stability, equivalence and internal consistency (Bailey 1987:83). The ability of a measure to yield the same results time after time is called stability. Equivalence is when more than one investigator using a measure assigns the same number to the phenomenon and whether different versions of a measurement assign the same number to a phenomenon. Internal consistency considers whether all the items are related to the same phenomenon. Reliability refers to the degree of consistency of instruments when used or the extent to which research results can be replicated (Silverman 2003:188). Reliability is the degree to which a measure or measures is or are free from error and therefore produce/s consistent results.

Validity refers to whether or not something actually measures what it claims to measure (Msipha 2007:72). Hall and Hall (1996:43) define validity as the extent to which a test measures what the researcher intends to measure. According to Silverman (2003:175) validity refers to the truth. According to Zikmund (2003:302) validity is the ability of a measure to measure what it is supposed to measure. Many authors distinguish between internal and external validity. One is Merriam (1998:201) who considers internal validity as dealing with the questions such as: how research findings match reality; how congruent the findings are with reality; and whether the findings capture what is really there. This author indicates that internal validity hinges on the meaning of reality. External validity refers to the relevance or appropriateness of extending the findings of the study to a group beyond the one that participated in the study (Bailey 1987:48). Merriam (1998:207) defines external validity as the extent to which the findings of a particular study can be applicable to other situations. External validity considers how generalisable the results of a particular research study are.

The strategy of triangulation as discussed earlier has been used to ensure both validity and reliability in this study. Multiple instruments, namely semi-structured interviews and structured questionnaires were used in an attempt to respond to the research problem which is described as follows: what are the challenges associated with hostel residences and to what extent is Hostel Redevelopment Programme able to address public housing challenges in the Gauteng Province. The researcher's claims for the validity of his or her conclusions are enhanced if they can be shown to provide mutual confirmation (Bryman 1995:131). Data analysis as conducted in this study will be discussed hereunder.

3.6 DATA ANALYSIS

It is important to prepare for an analysis once the data has been collected. An analysis is defined as a process of breaking down the collected data into smaller units to reveal their characteristic element and structure (Dey 1993 in Gray 2004:327). Analysis also helps to gain new insight into the collected data. Data analysis can be defined as a process of making sense from what has been observed (Babbie 2001:10).

As indicated in Chapter one, this study employed a case study approach to examine the implementation of the City Deep and Nobuhle Hostel Redevelopment Projects as implemented within COJMM. In this study, data was analysed in two stages, namely, the within-case analysis and the cross-case analysis. Data collected through both semi-structured and structured interviews for both City Deep and Nobuhle Hostel Redevelopment Projects was first each treated as a comprehensive case in and of itself (Merriam 1998:194). Cross-case analysis began immediately after the analysis of each case (City Deep and Nobuhle) was completed. Merriam (1998) points out that cross-case analysis leads to categorisation and/or themes that conceptualise the data from all the cases (refer to section 4.6 and section 4.7). An attempt was made to ascertain the views and perception of respondents regarding whether Hostel Redevelopment Projects addresses the housing challenges and shortages in COJMM.

3.7 ETHICAL CONSIDERATIONS

Firstly, undertaking studies in higher education requires a research proposal. This was done and submitted to the Research Committee of the Department of Public Administration and Management at

the University of South Africa during 2007. This committee does not only consider the reliability of the research in terms of the contents of a research proposal. The ethical issues are also taken into account to ensure that researchers adhere to the ethical elements of the University's research policy. Secondly, a letter requesting the relevant authorities to commit towards the collection of data within COJMM was drafted and sent. The purpose of the research was clarified to authorities. In this regard, the researcher was given permission to conduct research (see Appendix A: Letter of request and Appendix: B letter of authorisation from the COJMM).

This study was conducted in accordance with the recognised standards of scientific research. The researcher adhered to the rules or recognised standards as do other researchers (Mlotshwa 2008; Msipha 2007). Kidder and Judd (1987:494) point out that even when the research does not generate any ethical questions in its treatment of participants, the researcher incurs certain obligations that must be fulfilled following completion. The researcher gave precedence to the following considerations: informed consent, privacy and voluntary participation, as well as anonymity and confidentiality.

3.7.1 Informed consent

According to Burns (2000:138) all participants and/or respondents have the right to be informed about the nature and the consequences of experiments in which they are involved. This means that research subjects must be fully informed about the research in which the interview is going to be used. The researcher informed all the participants and/or respondents about the purpose of the study which is to get first hand information on the implementation of Hostel Redevelopment Projects as implemented in both City Deep and Nobuhle Hostels.

3.7.2 Privacy and voluntary participation

According to Bless and Higson-Smith (1995:102) researchers often invade personal privacy. Hence it is important that people agree voluntarily to participate in a particular study or rather refuse to divulge certain information about themselves. A participant's right to privacy was observed throughout the study during the semi-structured interviews and when structured questionnaires were administered. Information obtained from participants was treated as confidential.

3.7.3 Anonymity and confidentiality

Bless and Higson-Smith (1995:103) argue that many people are willing and prepared to divulge information of a private nature provided that their names are not mentioned. Anonymity is difficult to maintain especially when interviews are used in research. This is because during the interview both the interviewer and interviewee have direct contact and are able to recognise one another (Bless and Higson-Smith 1995:103). In this study, all the participants in the semi-structural interviews and the respondents to the structured questionnaires were assured that their names would not appear anywhere in the research report. Furthermore, participants and respondents were assured that their data cannot be linked to their names. In protecting anonymity of both participants and respondents, all interviews took place in participants' offices and respondents' rooms or flats.

3.8 CONCLUSION

The research methodology employed in this study was discussed in this chapter. Also the strategy followed and different data collection methods employed were discussed. The two methods employed (semi-structured interviews and structured questionnaires) for the purposes of this study assisted in collecting the required data. This chapter also provided a simplified organisational structures for AURP, COJMM, GDoH and JOSHCO. Lastly, data analysis and measures for ensuring validity, reliability and the ethical considerations of this study were also discussed.

In the next chapter, the study presents the case studies of both City Deep and Nobuhle Hostels.

CHAPTER FOUR

HOSTEL REDEVELOPMENT PROGRAMME: CITY DEEP AND NOBUHLE HOSTELS CASE STUDIES

4.1 INTRODUCTION

The research methodology was discussed in detail in the previous chapter. The discussion includes the approaches followed, research design employed, kinds of research, data collection methods, sampling procedures, data analysis, issues relating to validity and reliability; and ethical considerations in research. As highlighted in the previous chapter, this study adopted a mixed qualitative and quantitative approach.

The purpose of this chapter is to discuss the data collection and analysis. The case studies of both City Deep and Nobuhle Hostel Redevelopment Projects, starting with the City Deep and followed by the Nobuhle Hostel Redevelopment Project are presented. In addressing data collection and analysis, aspects covered include the background of the City Deep and Nobuhle Hostel Redevelopment Projects. The discussions provide responses of officials from the City of Johannesburg Metropolitan Municipality (COJMM), the Gauteng Provincial Department of Housing (GDoH); the Johannesburg Social Housing Company (JOSHCO), the Alexandra Urban Renewal Project (AURP) and tenants from City Deep and Nobuhle Hostels. These responses are consolidated with the aim of understanding whether hostel redevelopment projects adequately address housing challenges and shortages. Data in the two case studies was collected through the use of semi-structured interviews and structured questionnaires. The discussions of the main findings of both City Deep and Nobuhle Hostel Redevelopment Projects are presented, starting with the background of the City Deep Hostel case study below.

4.2 BACKGROUND OF THE CITY DEEP HOSTEL REDEVELOPMENT PROJECT

As indicated earlier, City Deep Hostel is one of the hostels owned by COJMM and houses COJMM officials (refer to section 1.2). City Deep Hostel is situated in the City Deep area of the inner city of Johannesburg, South East of the Johannesburg Central Business District, between Heidelberg Road on the North and Marjorie Street in the east (City Deep Business Plan 2004).

During the time when the study was undertaken, the rental fee within City Deep Hostel was R639 per month, a large portion of which was a housing allowance from COJMM. Tenants were expected to pay R40 directly towards rental in City Deep Hostel (JOSHCO Property Management staff three, semi-structured interview, 10 December 2009). In addition, the rent for the redeveloped units per month increased to R1 100 for a one-bedroom unit, R1 300 for a two-bedroom unit and R1 700 for a three-bedroom unit. Tenants allocated in the 380 (completed) units were expected to pay a monthly rental as indicated above, depending on the size of the unit allocated. The monthly rent for the interim accommodation was equivalent to a fee for a one- bedroom unit (refer to section 1.2). These tenants received an allowance from COJMM of R639 towards rental payment.

The management of the City Deep Hostel (including the hostel and the redeveloped units) was undertaken by JOSHCO. Tenants were billed for basic services such as electricity, water and other municipal services when the study was undertaken and JOSHCO was in the process of installing prepaid meters for electricity and water (City Deep Property Management staff three, semi-structured interview, 10 December 2009). JOSHCO appointed two housing supervisors and two artisans to maintain the electrical and plumbing works of the redeveloped units and the existing hostel rooms. The housing supervisors were responsible for the daily operations which include, among others, the management of the complaints register, while appointed artisans were responsible for undertaking the maintenance work. In addition, the appointed artisans are, among other things, expected to assess and make recommendations to the two housing supervisors about complaints lodged. The contractors appointed to undertake electrical and plumbing work in the City Deep Hostel are residents of the hostel. Discussions of the main finding in the City Deep Hostel Redevelopment Project are discussed hereunder.

4.3 DATA ANALYSIS OF THE CITY DEEP HOSTEL REDEVELOPMENT PROJECT

Semi-structured interviews and structured questionnaires were employed to collect data in the City Deep Hostel Redevelopment Project case study. Data obtained from semi-structured interviews and structured questionnaires is analysed to understand the implementation of the project. Data collected through semi-structured interviews is presented hereunder.

4.3.1 Semi structured interview data

Semi-structured interviews were conducted with six officials from JOSHCO, two officials from COJMM and one official from the GDoH (see Appendix C). All the officials who participated in this study are either involved directly or indirectly in the implementation of the City Deep Hostel Redevelopment Project. In fact, the staff members of JOSHCO are directly involved in the implementation of the project while other staff members of COJMM as well as the GDoH are indirectly involved. JOSHCO staff members were responsible for the actual implementation of this project from the initial planning which involved the procurement of a professional team, the actual redevelopment of the hostel (output) and the contract administration of a professional team and appointed contractors. COJMM and GDoH provide technical and administrative support to JOSCHO. Other staff members from the COJMM and the GDoH mainly influenced the development during the planning phase. For example, COJMM mandated JOSHCO to redevelop the City Deep Hostel in line with the *iGoli* Strategy principles. However, as indicated earlier in Chapter one and Chapter two (see sections 1.3 and 2.6.1), JOSHCO's approach to redevelop City Deep Hostel is informed by a need, as mandated by COJMM, to create additional rental stock within the jurisdiction of the COJMM. The GDoH expects JOSHCO to redevelop City Deep Hostel in line with the principles as stipulated in the Housing Code of 2000. In fact, one of the conditions for the approval of subsidy applications which was submitted by JOSHCO to the GDoH was that such applications should contain the principles stipulated in the Housing Code of 2000.

4.3.1.1 Perceptions of officials from the City of Johannesburg Metropolitan Municipality, Gauteng Provincial Department of Housing and Johannesburg Social Housing Company

This section provides the responses of the officials from COJMM, GDoH and JOSHCO. The following questions are used to determine whether the Hostel Redevelopment Project has succeeded in addressing housing challenges in COJMM: namely, the reason for the establishment of hostel residence during the apartheid era, whether the Hostel Redevelopment Project addresses housing challenges and shortages and whether the City Deep Hostel Redevelopment Project was implemented according to the Housing Code of 2000.

QUESTION 1

The reason for the establishment of hostel residence during apartheid era

When asked about their understanding of the reason for the establishment of hostels during the apartheid era, COJMM staff one (semi-structured interview, 2 November 2009a) indicated that: ‘hostels were created for selfish reasons which were to accommodate only the labour force.’ The apartheid Government did not take into account the need for families to stay together in urban areas. COJMM staff two (semi-structured interview, 17 November 2009a) said: ‘hostels were established in order to accommodate cheap labour moving into South African cities.’ Another respondent (GDoH staff one, semi-structured interview, 23 October 2009a) said ‘hostels were designed for males and not as a permanent place of residence. The Government at that time ensured that family members of the labour force do not join them, which was in line with the Pass Laws of that time.’ JOSHCO Development staff one (semi-structured interview, 23 October 2009) said: ‘Hostels were created to provide accommodation for migrant labourers coming from rural areas for a specific period. There was no need to provide these labourers with permanent accommodation as they were only working in cities, and had their houses in rural areas.’

One can conclude from the above responses that hostels were never established to provide permanent accommodation, they were meant to provide only migrant labourers with affordable rentals and temporary accommodation. The hostel system limited and prohibited families (Africans) from staying together in urban areas.

QUESTION 2

Whether Hostel Redevelopment Projects address the housing shortage and challenges

The second question asked was intended to understand whether respondents would agree or not that the Hostel Redevelopment Project as implemented in the City Deep Hostel addresses housing shortages and challenges. The respondents mentioned that Hostel Redevelopment Projects as implemented in the City Deep Hostel contribute positively to addressing housing shortages and challenges faced by the City

Deep Hostel residents. COJMM staff one (semi-structured interview, 2 November 2009a) expressed his perception by arguing ‘City Deep Hostel Redevelopment Project encourages the existing tenants, especially those allocated the redeveloped units (family units), to bring their families into the facility’. COJMM staff two (semi-structured interview, 17 November 2009) mentioned ‘The way City Deep Hostel Redevelopment Project is planned will turn the hostel into a completely normal and different environment as opposed to what it is currently. For example, the proposed balcony will provide communications as opposed to a closed compound system with one entrance if not two and few windows. GDoH staff one (semi-structured interview, 23 October 2009a) expressed his feelings by saying ‘The challenges of services such as blockages (of drains), electricity and overcrowding to some extent have been addressed by the City Deep Hostel Redevelopment Project. However, housing shortages are escalating and as such any hostel redevelopment may never cater for all the former residents or even for all the socio-economic groups’. JOSHCO Development staff three (semi-structured interview 2 November 2009) argued ‘City Deep Hostel Redevelopment Project has helped in the integration of communities. Most of the children are now staying with their fathers in City Deep Hostel. The project has resulted in the improvement of property management. For example, it is easier to manage units as opposed to beds.’

From the responses made above, one concludes that the Hostel Redevelopment Project as implemented in City Deep addresses housing challenges and shortages within COJMM.

QUESTION 3

Whether the City Deep Hostel Redevelopment Project was implemented according to the Housing Code of 2000

The third question asked in the semi-structured interview was intended to investigate whether participants believe that the City Deep Hostel Redevelopment Project was implemented successfully from the planning stage to the completion stage. The three sub-questions emanating from this question are presented below with responses from the participants.

(a) Sub-question one: how often did the residents participate in the implementation of the City Deep Hostel Redevelopment Project?

When asked how participation and consultation were conducted with the residents of the City Deep Hostel in the City Deep Hostel Redevelopment Project, JOSHCO Development staff one (semi-structured interview, 23 October 2009) indicated that: ‘Tenants of the City Deep Hostel were consulted through the hostel residence committee. JOSHCO Development staff two (semi-structured interview, 2 November 2009) indicated that COJMM appointed Bahlodi Consulting prior to 2004 to conduct a needs assessment, although this study never included investigations on the rentals required. In 2005, JOSHCO engaged the *indunas* and the existing committee as part of community participation on the project. The term *induna* is a Zulu word which means an advisor, great leader, ambassador or headman. The residents were all reached through the public meetings arranged and coordinated through JOSHCO.’ JOSHCO Development staff three (semi-structured interview, 11 December 2009) said: ‘The residents of the City Deep Hostel were consulted through public meetings, the residence committee and workshops. Feedback meetings are ongoing with the residence committee.’ GDoH staff one (semi-structured interview, 23 October 2009a) mentioned that: ‘The Project Steering Committee, comprising of all the responsible stakeholders, was established and used as vehicle for communications between JOSHCO and the residents.’

In the consultation process undertaken by the Project Steering Committee, the residents were given an opportunity to present their needs in terms of the type of units and the sizes that they required. Furthermore, JOSHCO informed the residents of the City Deep Hostel of the Social Housing Policy. This is because only social housing units are provided in the City Deep Hostel for the COJMM employees.

(b) Sub-question two: how well does the City Deep Hostel Redevelopment Project respond to the housing shortage?

The aim of the City Deep Hostel Redevelopment Project as indicated earlier in this chapter (see section 4.2) was to provide housing opportunities to its residents and residents within the inner-city area in Gauteng Province. All the respondents interviewed confirmed that the City Deep redevelopment project

resulted in the improvement of and positive contribution towards addressing the housing shortages. JOSHCO Development staff one (semi-structured interview, 23 October 2009) stated that the City Deep Hostel Redevelopment Project encourages families to stay together as opposed to the previous hostel residence system which prohibited African men or women from staying with their families. In fact, most of the tenants, especially those allocated the upgraded units within the City Deep Hostel, stay with their families. JOSHCO Property Management staff one (semi-structured interview, 30 October 2009) and JOSHCO Property Management staff two (semi-structured interview, 30 October 2009) believed that the City Deep Hostel Redevelopment Project would make a small impact in addressing the housing shortage in Gauteng Province. JOSHCO is intending to incorporate other beneficiaries who are not staying in the City Deep Hostel. The number of units planned for the City Deep Hostel Redevelopment Project might not be sufficient to cater for beneficiaries other than the residents of the City Deep Hostel, unless JOSHCO plans other housing project parallel to the City Deep Hostel Redevelopment Project.

(c) Sub-question three: whether the City Deep Hostel Redevelopment Project was implemented successfully in terms of the Housing Code of 2000

When asked whether the City Deep Hostel Redevelopment Project was implemented in accordance with the Housing Code of 2000, JOSHCO Development staff one (semi-structured interview, 23 October 2009, JOSHCO Development staff two (semi-structured interview, 2 November 2009) and JOSHCO Development staff three (semi-structured interview, 11 December 2009) argue that the City Deep hostel redevelopment project was implemented successfully according to project management principles and the Housing Code of 2000. The City Deep Hostel Redevelopment Project had several challenges during the planning and implementation stages. Some of the challenges included ongoing battles between the residence committee and the *indunas* which could further jeopardise the success of the project if not managed properly. In addition, most of the structures or buildings were constructed on land which is not formalised in terms of township application laws. JOSHCO Development Staff three (semi-structured interview, 11 December 2009) indicated that JOSHCO started planning the City Deep hostel redevelopment project during 2005. By then, COJMM had already appointed consultants to undertake a needs assessment as a result of directives from the *iGoli* Strategy of redeveloping hostels within the jurisdiction of COJMM. JOSHCO undertook financial feasibility for the City Deep Hostel which was not undertaken by Bahlodi Consulting appointed by the Greater Johannesburg Metropolitan Local

Council (now COJMM) as a result of the *iGoli* Strategy. In addition, there were budgetary constraints caused by a poor relationship and coordination between the COJMM and GDoH. In spite of the above challenges, JOSHCO Development staff one (semi-structured interview, 23 October 2009), JOSHCO Development staff two (semi-structured interview, 2 November 2009) and JOSHCO Development staff three (semi-structured interview, 11 December 2009) are all convinced that the City Deep hostel redevelopment project was implemented according to project management principles and the Housing Code of 2000. JOSHCO was able to implement the City Deep hostel redevelopment project under this constraint. Furthermore, JOSHCO managed to convert the City Deep Hostel into sustainable rental units where families are encouraged to live together. This is attributed to the fact that the major project activities of the City Deep Hostel Redevelopment Project have been managed successfully, as some units have been completed and allocated. Data collected through the structured questionnaires in the City Deep hostel redevelopment project study is presented hereunder.

4.3.2 Structured questionnaire

As indicated earlier in the previous section (see section 4.2.1.1), structured questionnaires were employed to collect data from the City Deep Hostel tenants. The structured questionnaire in the form of a Likert Scale, where respondents were expected to select a category which best suits their answers (see Appendix D) was also used in this study. Fifteen structured questionnaires were administered with 15 tenants at the City Deep Hostel. The researcher administered the questionnaires himself to deal with the possible non-responses in this study (refer to section 3.2.3.1). All 15 respondents answered all the questions posed. The Hostel, at the time when the study was undertaken, accommodated 865 tenants who were employed by COJMM. Data collected through these structured questionnaires from the City Deep Hostel residents who participated in the study is presented below. This commences with an analysis of biographical details of tenants from the City Deep Hostel and is followed by the themes that emerged during the study.

4.3.2.1 An analysis of the biographical details of the tenants of the City Deep Hostel

The summary of the biographical details of the residents of the City Deep Hostel are contained in Table 4.1 below and will be followed by an analysis. Several key aspects of the biographical information such as gender, marital status, age, household income and the province of origin receive attention.

Table 4.1: Biographical details of the respondents from the City Deep Hostel project

Biographical background (n=15)			
Gender (n=15)		Household income (n=15)	
Male	14 (93)	R0-R3 500	4 (27)
Female	1 (6.7)	R3 501-R7 000	6 (40)
Marital status (n=15)		R7 001-R10 000	2 (13)
Married	15 (100)	Other	3 (20)
Single	0 (0)	Province of origin (n=15)	
Divorced	0 (0)	Eastern Cape	6 (40)
Widowed	0 (0)	Free State	0 (0)
Age (n=15)		Gauteng	0 (0)
21-30	0 (0)	Limpopo	6 (40)
30-40	1 (7)	Mpumalanga	0 (0)
40-50	6 (40)	Northern Cape	0 (0)
50-60	4 (27)	North West	0 (0)
Other	4 (26)	KwaZulu-Natal	3 (20)

In Table 4.1 above, (n) represents the sample size of the City Deep Hostel. Percentages are reflected in brackets. The sample consists of fifteen (15) respondents who are the residents of the City Deep Hostel. The sample drawn comprises of tenants staying in the existing hostel rooms, interim accommodation and the redeveloped units. From the fifteen (15) respondents, fourteen (14), which makes ninety-three percent (93%) of the respondents, were male and only one respondent, which makes seven percent (7%) of the respondents, was female. In terms of age, seven percent (7%) of the respondents were in the age group of 30 to 40, forty percent (40%) in the age group of 40 to 50 and twenty-seven percent (27%) were in the age group of 50 to 60.

Further, all the respondents indicated that they originate from outside the Gauteng Province. Forty percent (40%) of the respondents originate from the Eastern Cape Province; the other forty percent (40%) of the respondents originate from the Limpopo Province while twenty percent (20%) of the respondents indicated that they originate from KwaZulu-Natal Province. Twenty-seven percent (27%) of the respondents indicated that they earn between R0 and R3 500 and forty percent (40%) of the respondents earn between R3 501 and R7 000. Thirteen percent (13%) of the respondents earn between R7 000 and R10 000 while twenty percent (20%) of the respondents earn more than R10 000 a month. The South African housing policy, as contained in the Housing Code of 2000, only caters for the first two categories (R0-R3 500 and R3 5001-R7 000) as reflected in Table 4.1. The last category (R7000-R10 000) is excluded in the Housing Code provisions and therefore suggests that government should consider a partnership with developers or other alternatives in order to address the needs of this income category.

4.3.2.2 Perceptions and views of residents of the City Deep Hostel

Stratified sampling as used in the City Deep Hostel Redevelopment Project study was also employed in selecting the Nobuhle Hostel respondents (refer to section 3.2.3). Participants comprise of AURP staff, officials from COJMM, officials from the GDoH and City Deep Hostel residents.

This section discusses the themes that emerged when analysing the collected data. These themes are the hostel residence system during the apartheid era, the improvement of housing provision through Hostel Redevelopment Projects and successful implementation of the City Deep Hostel in line with the Housing Code of 2000.

(a) The hostel residence system during the apartheid era

In general, tenants of the City Deep Hostel indicated that the hostel residence system was meant to discourage the permanence of Africans in urban areas. The hostel residence system impacted negatively on the housing provisioning for Africans in urban areas. This system perpetuated informal settlements and the overcrowding of inner-city buildings.

A questionnaire in a Likert Scale format was administered in this category where respondents were expected to select one answer from the five answers provided. In the Likert Scale used, the responses meant 1=accommodates migrant labourers, 2=separates migrant labourers from white communities, 3=discourages urbanisation of Africans, 4=manages the movement of Africans in the urban areas and 5=other. Ninety-three percent (93%) of the respondents agreed that hostels were established by the previous government to accommodate migrant labourers.

In other words the intention of the then Government with hostels was not to provide housing opportunity for Africans in urban areas, but rather temporary shelter. These Africans were regarded as temporary sojourners and were expected to return to their homes once they were deemed economically inactive. The hostel system had a negative impact in the provisioning of housing for Africans in urban areas. The new dispensation (African National Congress-led Government) that came into power during 1994 will be expected among other things to address the unsustainable system (hostel system). This might require expensive corrective measures which will definitely have a serious financial implication for the Government.

(b) Improvement of housing delivery through Hostel Redevelopment Projects

In general the respondents are convinced that Hostel Redevelopment Projects contribute positively towards addressing the housing challenges and shortages faced by the residents of hostels such as City Deep. Some of the challenges faced by the residents of the City Deep Hostel involve the following: overcrowding, ongoing blockages of the drainage system, illegal connection of electricity, sanitation and ablution facilities, insufficient parking spaces, poor storm water management systems and gravel roads.

The researcher used the Likert Scale format to gather responses to the questions asked in this regard. On the five point scale were answers meaning 1=very badly, 2=badly, 3=do not know, 4=well and 5=very well. Ninety-three percent (93%) of the respondents believe the Hostel Redevelopment Project as implemented in the City Deep Hostel addresses housing shortages in the inner city area, Gauteng Province.

(c) The implementation of Hostel Redevelopment Projects in line with the Housing Code of 2000

In order to solicit good responses from participants, the questions were divided into two sub-questions. These sub-questions are discussed below.

(i) Sub-question one: participation and consultation

What came out in the structured questionnaire generally is that the respondents are convinced that the City Deep Hostel Redevelopment Project was implemented successfully in line with the Housing Code of 2000.

Consultation in the City Deep Hostel Redevelopment Project was undertaken with the residents. Various participation methods were used in order to obtain the views of the community regarding the proposed development. For example, communities participated through public meetings and the residence committee meeting. JOSHCO shared information on hostel redevelopment in both the public meetings and with the leadership of the City Deep Hostel.

The researcher used filter questions to gather the responses to the questions asked in this category. In the four questions used in the Likert Scale format the answers meant 1=once, 2=more than once, 3=never participated, 4=do not know. In fact, seven percent (7%) of the respondents indicated that they participated more than once in the planning of the City Deep Hostel Redevelopment Project. The majority of the respondents (53%) indicated that they had participated once in the planning of the project, while thirty-three percent (33%) indicated that they had never participated in the planning of the project.

It could be concluded that participation in the City Deep Hostel Redevelopment Project is not satisfactory. The lack of maximum participation raises at least three questions: firstly, whether the community is sufficiently informed about how they should participate in the planning of housing projects, secondly, whether Government provided information to individual residents to enable them to participate, and whether individual residents had information, but were unable to use such information

effectively. It is proper for authorities, in this case COJMM, to engage the affected communities prior to the actual implementation of projects such as Hostel Redevelopment Projects.

(ii) Sub-question two: City Deep Hostel

The Hostel Redevelopment Programme is intended to provide housing opportunities for the existing hostel residents and the neighbouring community. The researcher used the Likert Scale format questions to collect the responses of the study. The four point scale responses were 1=badly, 2=do not know, 3=well, and 4=very well. Ninety-three percent (93%) of the respondents believed that the City Deep Hostel Redevelopment Project responded well in addressing housing challenges and shortages in the inner city area, Gauteng Province. This is because two hundred and fifteen (215) family units have been completed and allocated to individual beneficiaries in City Deep Hostel.

From these responses, one could conclude that the Hostel Redevelopment Project is understood by the respondents to be contributing positively to addressing housing challenges and shortages. This implies that Hostel Redevelopment Projects should be used in order to solve some of the challenges encountered by the residents of hostels and to provide housing opportunities.

The next section presents a case study of the Nobuhle Hostel Redevelopment Project, starting with the background of the project and followed by an analysis of the views of officials from AURP, COJMM, GDoH and the residents of the Nobuhle Hostel.

4.4 BACKGROUND OF THE NOBUHLE HOSTEL REDEVELOPMENT PROJECT

Nobuhle Hostel like the City Deep Hostel is owned by COJMM. This hostel is situated in Alexandra-Township within the jurisdiction of COJMM, Region E, along Roosevelt Street and 6th Avenue.

The monthly rental fee for Nobuhle Hostel was R27 at the time the study was undertaken, but tenants were no longer paying this rental fee (COJMM staff one, semi-structured interview, 24 November 2009b). Tenants who were allocated the redeveloped hostel units (298 social housing units) were not paying municipal rental, services or levies. This is attributed to the fact that AURP and COJMM had not

finalised the rentals to be paid in Nobuhle Hostel prior to the allocation of the redeveloped units. COJMM has appointed the Area Manager to be responsible for the day-to-day operations within the Nobuhle Hostel. Property management and maintenance was done by COJMM through its resident contractors and its Facility Management Unit (COJMM staff one, semi-structured interview, 24 November 2009b; COJMM staff four, semi-structured interview, 8 January 2009). The next section analyses and interprets the results of the Nobuhle Hostel Redevelopment Project study.

4.5 DATA ANALYSIS OF NOBUHLE HOSTEL REDEVELOPMENT PROJECT

Semi-structured interviews and structured questionnaires as used in the City Deep Hostel Redevelopment Project study were also used to collect primary data in the Nobuhle Hostel Redevelopment Project study. Data collected through semi-structured interviews is analysed below.

4.5.1 Semi-structured interview data

Semi-structured interviews were conducted with one official from AURP, three officials from COJMM as well as one official from the GDoH (see Appendix E). The AURP staff is directly involved in the implementation of the project while officials from the COJMM and the GDoH were indirectly involved (refer to section 3.2.3).

QUESTION 1

The reason for the establishment of the hostel residence system

When asked about the reason for the establishment of hostels during the apartheid era, COJMM staff one (semi-structured interview, 24 November 2009b) indicated that: ‘hostels were meant for migrant labourers from the former Transvaal, Venda, Bophuthatswana, Ciskei and the neighbouring communities.’ COJMM staff two (semi-structured interview, 15 December 2009b) argued that the ‘hostel was a way in which the apartheid Government restricted Africans from coming to cities through the single sex accommodation’. Another participant, COJMM staff three (semi-structured interview, 22 December 2009b) mentioned that hostels were meant to promote dysfunctional family life and also to

create a labour force without family responsibility. The apartheid Government's intention was to deny migrant labourers permanent accommodation in urban areas. AURP staff one (semi-structured interview, 24 November 2009) posits that hostels were established by the apartheid regime as a recreational area for blacks working in white areas and to confine them in this situation without an opportunity to own property. The other key reason for the establishment of hostel residence systems was to ensure control of black migrant labourers through the Influx Control Law. One also concludes that hostels were never established to provide permanent accommodation to Africans in urban areas. In fact hostels were established as a temporary arrangement (accommodation) for Africans during the apartheid era.

QUESTION 2

Whether Hostel Redevelopment Projects address the housing shortages and challenges

According to COJMM staff three (semi-structured interview, 22 December 2009) the Nobuhle Hostel Redevelopment Project created a sense of belonging and assisted with decent accommodation. In fact, most of the tenants who have been allocated the upgraded hostel units are now have their families staying with them (GDoH staff one, semi-structured interview, 2 December 2009). In addition, COJMM staff one (semi-structured interview, 24 November 2009b) points out that the Nobuhle Hostel Redevelopment Project contributed positively in addressing some of the challenges experienced by Nobuhle Hostel residents. Beneficiaries who were allocated the redeveloped units no longer share ablution facilities.

AURP staff one (semi-structured interview, 24 November 2009) holds a different view from the others. This employee points out that there is no significant change in the old hostel setup and mentality, although an attempt has been made to provide family accommodation. The residents in the Nobuhle Hostel still believe in an exclusive existence without integration into the broader township society.

QUESTION 3

Whether the Nobuhle Hostel Redevelopment Project was implemented according to the provisions of the Housing Code of 2000

The third question was intended to investigate whether the Nobuhle Hostel Redevelopment Project was implemented in accordance with the Housing Code of 2000. Three sub-questions emerged during the interview as part of this third question.

(a) Consultation with Nobuhle residents

The majority of the participants confirm that the residents of the Nobuhle Hostel were consulted through various mechanisms. Some of the confirmations were expressed in the following manner:

COJMM staff one (semi-structured interview, 24 November 2009) said: 'The appointed socio-economic consultants engaged the residents prior to 2003 and the residents consented to the rental of R600 per month.' COJMM staff three (semi-structured interview, 22 December 2009) mentioned: 'COJMM has consulted with the residents of the Nobuhle Hostel. However, COJMM compromises some of its values during the consultation process in order to accommodate the residents of the Nobuhle Hostel.' Another participant, COJMM staff four (semi-structured interview, 8 January 2010) argues: 'The residents were consulted through the residence committee. In Nobuhle Hostel there are two structures that represent the community or the residents, namely the *indunas* and the residence committee. The *indunas* are currently running the activities such as the allocation of vacant units within the Nobuhle Hostel.'

Participants had contrasting views regarding the manner in which residents have participated in the planning of the Nobuhle Hostel. Some stated that there was a lack of participation by the residents of the Nobuhle Hostel, whereas Government is expected to engage with communities prior to the implementation of any programme or project (Du Toit *et al.* 2002:107).

(b) Whether the Nobuhle Hostel Redevelopment Project addresses shortages and challenges

When asked whether the Nobuhle Hostel Redevelopment Project addresses housing shortages and challenges in Alexandra Township, AURP staff one (semi-structured interview, 24 November 2009) said: ‘Yes, the conditions have changed since some of the blocks were upgraded and new units constructed. Most of the people, especially those allocated the redeveloped units, no longer share units, but have their families staying with them.’ COJMM staff one (semi-structured interview, 24 November 2009a); COJMM staff four (semi-structured interview, 8 January 2010) argued: ‘Living conditions of those allocated the redeveloped units have improved, although other tenants (those allocated studios) are complaining about the sizes of their units.’

(c) Whether the Nobuhle Hostel Redevelopment Project was implemented according to the Housing Code of 2000

The Nobuhle Hostel Redevelopment Project was implemented successfully according to project management principles and the Housing Code of 2000. The project progresses in spite of the ongoing shortages of funds and delays caused by poor cooperation and coordination between the COJMM and GDoH. In addition, 200 rental units have been completed and allocated to individual beneficiaries (COJMM staff one, semi-structured interview, 24 November 2009b; COJMM staff three, semi-structured interview, 22 December 2009). Data collected through structured questionnaires in the project study is presented below.

4.5.2 Structured questionnaire results for the Nobuhle Hostel

Questionnaires were sent to 15 tenants within the Nobuhle Hostel (see Appendix F). A questionnaire in a Likert Scale format was used to collect data. Data collected is presented below commencing with the biographical background of the tenants.

4.5.2.1 Analysis of the biographical background of the Nobuhle residents

Likert Scale format questions were used in this regard. In the Nobuhle Hostel Redevelopment Project study, the sample comprises of fifteen (15) respondents who were tenants at the Nobuhle Hostel. Eleven (11), which make 60% of the respondents, were male and six, which makes 40% of the respondents, were female. In terms of marital status, sixty-seven percent (67%) of the respondents indicated that they were single. Only 33% of the respondents indicated that they were married, although they had left their spouses in rural areas. In terms of household income, 67% of the respondents indicated that they were unemployed. Twenty percent of the respondents indicated that they have a monthly salary of between R0 and R3 500 per month. Thirteen percent (13%) indicated that they have an income of between R3 501 and R7 000 per month. In addition all 15 respondents indicated that they originate from KwaZulu-Natal Province.

4.5.2.2 Perceptions and views of Nobule Hostel residents

Similar research questions to those used with the City Deep Hostel respondents were also posed to the Nobuhle Hostel respondents. The three main questions were: firstly, what is your understanding of the rationale for the establishment of hostel residences during the apartheid years. Secondly, whether hostel redevelopment programmes as implemented in the Nobuhle Hostel address the housing shortage in Alexandra Township, Gauteng Province. The third question was intended to investigate whether the Nobuhle Hostel Redevelopment Project was implemented successfully from the planning stage to the termination stage in line with the Housing Code of 2000. The next section presents a summary of responses to the first question. Data collected from the residents of the Nobuhle Hostel is analysed and interpreted hereunder.

QUESTION 1

The reason for the establishment of the hostel residence system

Hostels were established during the apartheid era to house migrant labourers who mainly originated from former homelands such as Lebowa, Ciskei, KwaZulu and/or Venda. When asked about their

understanding of the reason for the establishment of hostels during the apartheid era, 73% of the respondents indicated that hostels were established to accommodate migrant labourers. Only 13% of the respondents believe that hostels were established in order to manage the movement of Africans into urban areas and cities. In addition, 86% of the respondents confirmed that the reason why they were staying in hostels was because a hostel was the only accommodation available for migrant labourers (Africans) in urban areas.

The apartheid Government believed in the ideology of separate development which was aimed, among other things, at limiting the presence of Africans in cities since they were regarded as temporary sojourners (Pienaar and Cloete, 2005:2). This arrangement also resulted in the backlog of housing provisioning for Africans in urban areas in spite of warnings from commissions such as the Fagan Commission. This commission tabled a report in 1948 which argues that the urbanisation of Africans was irreversible. The apartheid Government failed to develop strategies that would deal with the urbanisation of Africans. An important question is whether the Government that came into power in 1994 will be able to deal with this problem given the challenge of resources. The capacity that the Government has to address some of the challenges of the past, such as the provision of housing for Africans, especially in hostels, still needs to be tested.

QUESTION 2

Whether the Hostel Redevelopment Project addresses housing challenges and shortages

Question two was intended to check whether the Hostel Redevelopment Project as implemented in Nobuhle Hostel addresses housing challenges and shortages. The answers to this question are presented below in Table 4.2, followed by the analysis.

Table 4.2: Hostel redevelopment trends

How well does the Nobuhle Hostel Redevelopment Project respond to housing challenges and shortages in Alexandra Township, Gauteng Province? (n=15)		
	Number	Percentage
Very badly	0	0
Badly	2	13
Do not know	1	7
Well	12	80
Very well	0	0

Eighty percent (80%) of the respondents (as reflected in Table 4.2 above) believe that the Hostel Redevelopment Programme as implemented in the Nobuhle Hostel responds well to the housing challenges faced by residents of the Nobuhle Hostel and also contributes positively towards reducing housing shortages in Alexandra Township. Thirteen percent (13%) of the respondents indicated that the Nobuhle Hostel Redevelopment Project contributes negatively towards addressing challenges and shortages in Alexandra Township.

It could be observed that Hostel Redevelopment Projects do to some extent address the challenges faced by the residents of hostels. However, Hostel Redevelopment Projects are associated with the following: displacement of tenants, unfinished business due to budgetary problems especially when implemented by municipalities such as COJMM, they are too expensive and rental collection in the new units is low. For example, during 2001 one RDP unit cost approximately R18 240 whereas one family unit in the project cost approximately R40 000 to build. With this amount, one could build at least two RDP units could be built ([http:// joburgnews.co.za/2003/jan/jan6-hostel.stm](http://joburgnews.co.za/2003/jan/jan6-hostel.stm); Khan & Thring, 2003:136). Also in Meadowlands Hostel, one family unit (36m²) cost approximately R100 309 during 2008. One RDP unit (36m²) during 2008 cost R38 000 (Hostel Business Plans Soweto Cluster, 2007).

QUESTION 3

Whether the Nobuhle Hostel Redevelopment Project was implemented successfully in line with the Housing Code of 2000

Two sub-questions were asked to the respondents of the Nobuhle Hostel as part of question three. The responses to the two questions and the analysis are presented below.

Table 4.3 Participation trends

How often have you participated in the Nobuhle Hostel Redevelopment Project meetings? (n=15)		
	Number	Percentage
Once	11	73
More than once	1	7
Never participated	2	13
Did not know residents could participate	1	7

Seventy three percent (73%) of the respondents, when asked how often they had participated in the planning of the Nobuhle Hostel Redevelopment Project, indicated that they had participated only once. Seven percent (7%) of the respondents indicated that they had participated more than once. Thirteen percent (13%) of the respondents indicated that they had never participated in the planning of the project, while seven percent (7%) of the respondents indicated that they did not know that residents could participate in the planning of the Nobuhle Hostel Redevelopment Project.

It is clear that the way in which the residents of the Nobuhle Hostel participated had a minimal effect on the project. Only seven percent (7%) of the respondents participated more than once. It is not clear if the residents understand the importance of participating in a project. Further, Government does not have a checklist on projects so as to monitor whether all the necessary steps have been taken prior to the actual implementation. From this discussion, primary data indicates Government is engaging the community to

satisfy its processes as opposed to planning projects and considering community input. An analysis of City Deep and Nobuhle Hostel Redevelopment Projects is presented below.

4.6 CITY DEEP AND NOBUHLE HOSTEL REDEVELOPMENT PROJECTS AS SOCIAL HOUSING INITIATIVES

One can argue that Hostel Redevelopment Projects do address some of the challenges facing the residents of hostels such as City Deep and Nobuhle. In responding to these challenges, Hostel Redevelopment Projects such as those of City Deep and Nobuhle Hostels contribute positively towards social housing policy in that they:

- respond to the local housing demand (through rental units)
- have supported the economic development of low income communities.

The above-mentioned aspects are some of the key principles of the social housing policy. Hostel Redevelopment Projects as such can be effective or be used to create sustainable rental stock in addition to the existing public stock such as hostels. The majority of the respondents in both City Deep and Nobuhle Hostels indicated that the Hostel Redevelopment Project is a positive approach towards addressing the challenges they are currently facing in hostels and that they reduce the housing shortage. Some of the challenges that the residents are facing involve the following: overcrowding, ongoing blockages of ablution facilities, the illegal connection of electricity and poor stormwater management systems. An analysis of responses is discussed hereunder.

4.7 ANALYSIS OF THE MAIN FINDINGS

The views of the participants and respondents of both City Deep and Nobuhle Hostel are contained in Table 4.4 below, followed by an analysis of each question.

Table 4.4: Views of participants and respondents of City Deep and Nobuhle Hostels

Questions	City Deep Hostel		Nobuhle Hostel	
	Responses from officials from COJMM, GDoH and JOSHCO	Responses of City Deep residents	Responses of officials from AURP, COJMM, and GDoH	Responses of Nobuhle residents
What is your understanding of the rationale for the establishment of the hostel residence system during the apartheid era?	<p>The hostel system was established to:</p> <ul style="list-style-type: none"> - accommodate migrant labourers to support the lifestyle of the whites in urban areas - accommodate cheap labourers moving into South African cities - provide easily and readily available labourers next to work - contain single African males for the purposes of access and control 	<p>The hostel system was established to:</p> <ul style="list-style-type: none"> - accommodate migrant labourers - separate migrant labourers from the white community 	<p>The hostel system was established to:</p> <ul style="list-style-type: none"> - provide recreational facilities for blacks working in white areas - ensure control and manage the movement of Africans into South African cities - provide cheap labourers - create a labour force without family responsibilities 	<p>The hostel system was established to:</p> <ul style="list-style-type: none"> - accommodate migrant labourers - manage the movement of Africans in urban areas
Would you argue that the	Hostel Redevelopment Projects:	Hostel Redevelopment	Hostel Redevelopment	Hostel Redevelopment

<p>Hostel Redevelopment Project addresses housing challenges and shortages?</p>	<ul style="list-style-type: none"> - encourage families to stay together - change the existing environment totally - integrate society, for example, kids and their fathers - make a small impact in housing provisioning - provide better manageable units as opposed to beds 	<p>Projects:</p> <ul style="list-style-type: none"> - improve living conditions (50%) - address problems such as overcrowding, sanitation and ablution facilities, blockage of drainage system, poor storm water management system. - the City Deep Hostel Redevelopment project responds well to the challenges (93%) - the City Deep project responds well to the shortages (93%) 	<p>Projects:</p> <ul style="list-style-type: none"> - improve living conditions of tenants - create a sense of belonging - give tenants the ability to stay with their families, especially those allocated the upgraded units 	<p>Projects:</p> <ul style="list-style-type: none"> - improve living condition very badly - improve living conditions (50%) - address problems such as overcrowding, sanitation and ablution facilities, poor storm water management system, illegal connection of electricity - respond well to the challenges (87%) - respond well to the shortages (80%)
<p>Would you argue that City Deep and Nobuhle Hostel Redevelopment Projects were implemented</p>	<p>-provides only rental units as opposes to other housing programme.</p>	<p>- provides only rentals units.</p>	<p>- only rental units were created in Nobuhle Hostel.</p>	<p>- Nobuhle Hostel Redevelopment Project created only rentals for now, 200 units allocated.</p>

<p>in line with Housing Code of 2000?</p>				
<p>Sub-question one: how was participation done?</p>	<p>- consultation was done through the hostel residence committee, the <i>indunas</i>, public meetings, the Project Steering Committee</p>	<p>- participated once (42%), more than once (7%), never participated (50%), through public meeting (40%), residence committees (14%)</p>	<p>- consultation done through residence committee and <i>indunas</i></p>	<p>- participated once (58%) - participated more than once (7%) - never participated (14%) - did not know that residents should participate (7%)</p>

The above table provides a summary of the responses from the respondents in the two cases of City Deep and Nobuhle Hostel Redevelopment Projects within COJMM. An analysis of each question as provided in Table 4.4 above is presented below. A further analysis is undertaken below to consolidate the understanding of the comparative responses of the two hostels under study.

4.7.1 Hostel residence systems

The results obtained from both officials from AURP, COJMM, GDoH, JOSHCO and tenants from City Deep and Nobuhle Hostels with regard to their understanding of the reason for the establishment of hostels were, to a large extent, similar. All the participants and respondents in the two cases confirmed that hostels were established in order to accommodate migrant labourers as a temporary measure. In other words, hostels were never meant to be permanent accommodation in the context of a human settlement situation.

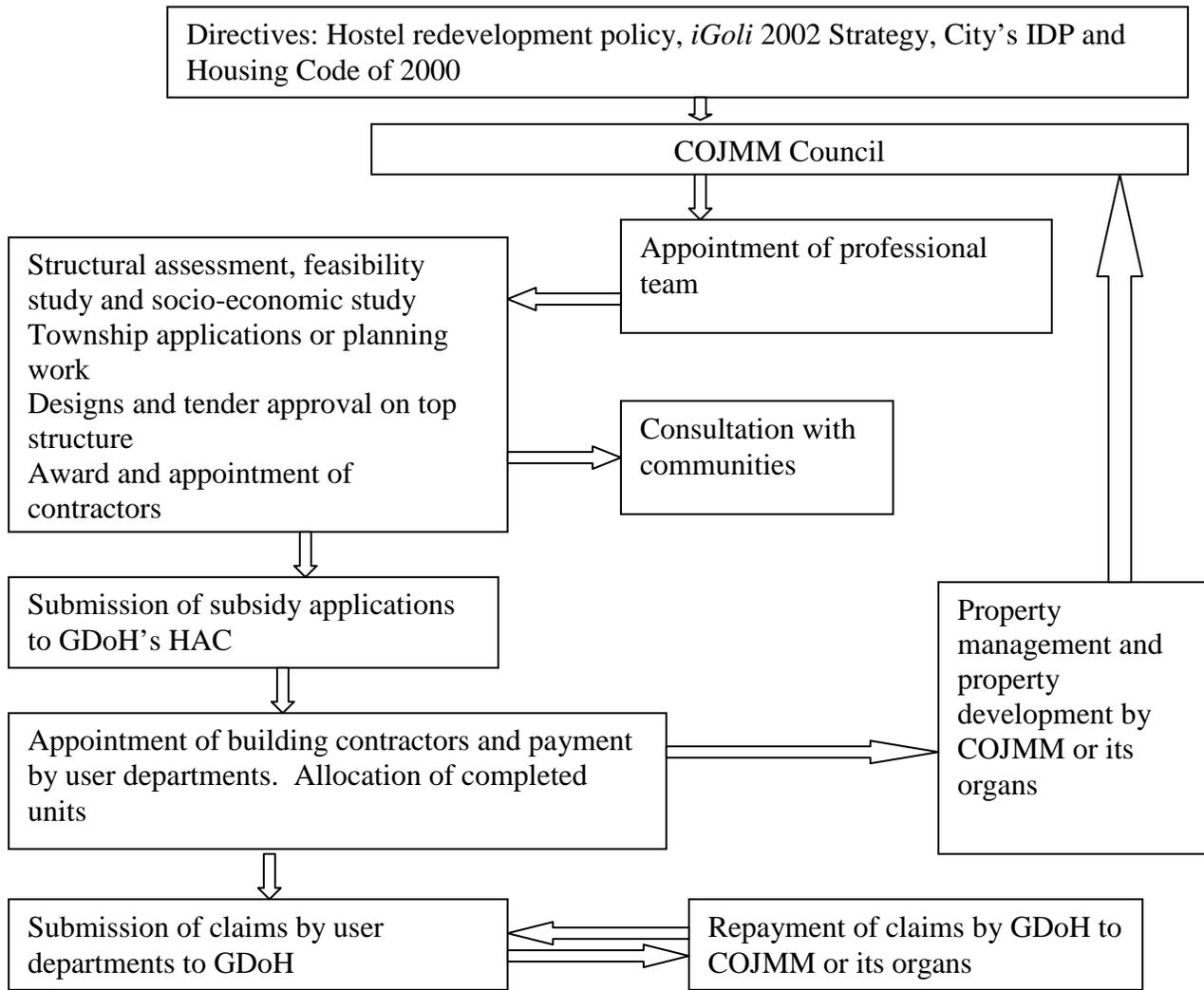
4.7.2 Hostel Redevelopment Projects

There were similarities between the responses from City Deep and Nobuhle Hostel to Question 2. Question 2 was intended to investigate whether hostel redevelopment addresses housing challenges and shortages. All the participants in the two hostels confirmed that the Hostel Redevelopment Project addresses housing challenges and shortages faced by hostel residents. Some of the challenges addressed through the projects involve the following: overcrowding, sanitation and ablution facilities, ongoing blockages of the drainage system and the poor storm water drainage system. Although the respondents from the City Deep Hostel indicated that the project has made a minimal impact on reducing the housing shortage, it could still be used to solve some of the challenges faced by hostel residents. Nobuhle Hostel participants argued in general that the project creates a sense of belonging, especially for the tenants. These respondents all confirmed that the Hostel Redevelopment Project improves the living conditions of the tenants, especially those allocated the new units. This improvement is attributed to the fact that these tenants no longer share facilities such as toilets, kitchens, bathroom, etc. Both the City Deep and Nobuhle Hostel respondents confirm that the Hostel Redevelopment Project is best suited to address housing challenges and shortages in these cases.

4.7.3 City Deep and Nobuhle Hostel Redevelopment Projects

In this category there were also striking similarities between respondents from both City Deep and Nobuhle Hostel Redevelopment Project case studies. Participants confirmed that prior to the implementation of the two projects the residents were consulted by authorities through various structures such as the Project Steering Committee, residence committee, *indunas*, and workshops. What is also common is that seven percent (7%) of the respondents from the two hostels indicated that they had participated more than once during the planning stage of the hostel redevelopment. The majority of respondents believe that their housing needs were met through the implementation of hostel redevelopment. Officials who participated in the two cases also believe that both projects were implemented successfully in accordance with the provisions of the Housing Code of 2000. A further analysis is undertaken below. This analysis is provided through a schematic representation of the roles and responsibilities of the stakeholders wherever Hostel Redevelopment Projects are undertaken. The model is intended to provide a simplified approach for stakeholders in the context of the COJMM.

Diagram 4.1: Roles and responsibilities of stakeholders involved in the implementation of Hostel Redevelopment Projects in the City of Johannesburg Metropolitan Municipality and the process involved



Source: Own observation

Diagram 4.1 reflects how Hostel Redevelopment Projects are initiated and implemented within COJMM by either the municipality and/or its organs. Furthermore, this diagram provides an analysis of the processes involved during the planning and implementation of hostel redevelopment projects within COJMM. All Hostel Redevelopment Projects within COJMM are guided by the *iGoli* Strategy, COJMM's Integrated Development Plan and the Housing Code of 2000.

COJMM and/or its organs appoint a professional team such as town planners, civil engineers, project managers and social facilitators to undertake planning work. These professional teams are responsible for assessing the existing capacity for bulk infrastructure and also the designs and supervision (tendering processes for top structure) of the actual construction or redevelopment of existing hostel units. In addition, the appointed professional team is responsible for the socio-economic survey aimed at assessing the affordability level of the individual tenants.

COJMM and the appointed professional team consult hostel residents and the neighbouring community once pre-planning work (towards top structure) has been completed. Most of the time, the residents are consulted once the professional team (usually the architect) has come up with designs and concepts to be used in the redevelopment. Such designs are not informed by the results of the socio-economic survey (this is evident in the case of the Nobuhle Hostel Redevelopment Project). Developments within COJMM continue in spite of taking heed of the views of the affected beneficiaries, the hostel residents.

COJMM and its agencies then submit a subsidy application to the Gauteng Provincial Department of Housing's Housing Advisory Committee (HAC). The HAC is solely responsible for approving subsidy applications submitted by municipalities or social housing institutions such as JOSHCO and ensuring that funds are made available for such developments. COJMM starts with the construction projects once the HAC has approved its subsidy. Subsequently, the GDoH allocates a project manager to be responsible for the proposed development immediately after the subsidy application is approved.

However, funding towards Hostel Redevelopment Projects is never made available to municipalities or social housing institutions on time, in spite of the approvals of subsidy applications. This delay does not prevent municipalities such as COJMM from continuing with the implementation of Hostel Redevelopment Projects. Thus COJMM is required to use its own funds towards the construction and the redevelopment of hostels.

Furthermore, after the subsidy application has been approved, the user department, being the municipality or its organs, uses its own procurement processes to appoint contractors to build units. Normally COJMM or its organs first appoint consultants who will help prepare the scope of work for the redevelopment of its hostels. The appointed consultants will serve as project managers during the

implementation of the project. COJMM and its organs also appoint internal project managers responsible for the management of project activities (see section 3.2.3.1). These project managers are expected to manage the appointed consultants and/or project managers. Furthermore, as indicated in the previous paragraph, the GDoH also allocates a project manager to a particular or proposed development once the subsidy application has been approved. It is clear from the above that government (whether provincial or local) is misusing funds and resources which were supposed to be used for the purposes of service delivery by having three project managers to perform one task.

Once the units have been completed, COJMM and/or its organs assume the role of property managers. In fact, COJMM created JOSHCO in order to create new rental stock and manage existing public stock such as hostels and flats. This is true in the case of the City Deep Hostel, where JOSHCO created rental units and assumed the role of property managers. But in the case of the Nobuhle Hostel, the situation is different. AURP constructed new units (202 bachelor and 96 family units) and ‘surrendered’ the units to COJMM. The creation of the new units compelled COJMM to assume the responsibility of property management. JOSHCO declined to take over the completed units of the Nobuhle Hostel in spite of Council’s decision during 2002 (*iGoli Strategy*) and 2005 (service level agreement signed) to transfer all the existing public units to JOSHCO (COJMM Council, 2005).

COJMM, in addition, has put in claims for the money used for construction (redevelopment) after completing these units. Such arrangements require COJMM to have sufficient capital in order to respond to housing provisioning and also to address some of the challenges faced by hostel residents. Furthermore, this arrangement does not provide COJMM with a guarantee or certainty that it will receive its funds immediately. This arrangement is also distorted by the fact that the GDoH and COJMM are competing for resources to implement national housing programmes. Both GDoH and COJMM implement national housing programmes within the jurisdiction of COJMM. However, the two sections (GDoH and COJMM) never meet to align and/or plan future projects together. In addition, COJMM uses the Integrated Development Planning process to identify projects. In this process, communities are awarded an opportunity to present their needs. This process also informs the budgeting for a particular municipality. GDoH uses provincial strategies to identify housing needs. The shortage and challenges of housing delivery within COJMM grow in spite of the challenges raised above.

4.8 CONCLUSION

The outcome of data collection and its analysis has been presented and discussed in this chapter. Government has a mandate to provide housing opportunities to ordinary citizens of South Africa, including hostel residents. As part of the process, government adopted various programmes such as the Hostel Redevelopment Programme to reduce housing shortages and challenges experienced by hostel residents and also to provide housing opportunities for the neighbouring community. Hostel redevelopment projects such as City Deep and Nobuhle projects proved to contribute positively towards addressing housing challenges and also to reducing housing shortages. Furthermore, hostel redevelopment projects are geared towards family units as opposed to other options available in the policy. This poses a danger to municipalities as far as property maintenance is concerned. Most of the residents, especially of the public hostels, do not earn sufficient income and as such might not afford the rentals required. It is important to make provision for concluding remarks and recommendations, as undertaken in the next chapter.

CHAPTER FIVE

RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

The outcome of the data collection on the implementation of Hostel Redevelopment Projects as implemented in both the City Deep and Nobuhle Hostels within the jurisdiction of the City of Johannesburg Metropolitan Municipality (COJMM) was presented in the previous chapter. An attempt was made to understand how Hostel Redevelopment Projects are implemented within the COJMM with particular reference to the City Deep and Nobuhle Hostel Redevelopment Projects.

This chapter firstly presents a summary of the research problem and research questions. It also provides recommendations to improve the problem investigated namely, the challenges faced by hostel residents and the extent to which the Hostel Redevelopment Programme is able to address the shortages in the Gauteng Province. A summary of findings is presented hereunder, followed by recommendations on improving the implementation of the Hostel Redevelopment Projects in COJMM.

5.2 SUMMARY OF THE RESEARCH PROBLEM AND STUDY OBJECTIVE

The study focused on the impact made by Hostel Redevelopment Projects within COJMM particularly on City Deep and Nobuhle. As discussed in section 2.6 of Chapter two, the Hostel Redevelopment Programme is one of the national housing programmes available in South Africa to facilitate the provision of housing through the existing hostels owned by either municipalities or Provincial Governments. Further, the implementation of Hostel Redevelopment Projects by the COJMM received attention. The study also gave attention to property maintenance by either municipalities or Provincial Government.

The investigation of the strategic importance for municipalities such as the COJMM of implementing national housing programmes, in particular the Hostel Redevelopment Programme, was discussed. This discussion was advanced to further explore the challenges faced by municipalities such as COJMM in

implementing national housing programmes. Finally, possible mechanisms towards implementing Hostel Redevelopment Projects successfully and effectively within municipalities, as well as property maintenance of public hostels prior to being redeveloped, are recommended. To further summarise discussions of hostel redevelopment, the research problem as well as study objective receive attention below.

5.2.1 Research problem

The data collected and analysed in this study has made an attempt to respond to the research problem that was asked in Chapter one under section 1.2. The research problem is articulated as an investigation of the challenges, mainly housing shortages, facing hostel residents and the extent to which the Hostel Redevelopment Programme is able to address these challenges in COJMM, Gauteng Province. The responses and experiences of officials from the Alexandra Urban Renewal Project (AURP), COJMM, the Gauteng Provincial Department of Housing (GDoH), the Johannesburg Social Housing Company (JOSHCO), as well as tenants of both City Deep and Nobuhle Hostels presented in Chapter four help to highlight the above mentioned research problem. These perceptions were obtained using primary methods of data collection as described in detail in Chapter one, three and four.

5.2.2 Study objectives

The success of every research depends on whether its objectives are clearly articulated and then the extent to which those objectives are achievable. This study is no exception. The data collected and analysed in this study responded to the research objectives listed below that were stated earlier in section 1.4 of Chapter one. The objectives were articulated as follows:

- To understand the rationale for the establishment of hostel residences during the apartheid years.
- To examine whether the Hostel Redevelopment Programme addresses the housing challenges in the inner-city area and Alexandra Township.
- To analyse the case studies of the City Deep and Nobuhle Hostel Redevelopment Programme.
- To make recommendations and identify future research areas in this area of study.

The above research objectives were addressed in this study. The first objective was addressed in Chapter one and in Chapter two under section 2.4. Furthermore, this objective was also addressed in Chapter four under a section that deals with data analysis for the case study of both City Deep and Nobuhle Hostel Redevelopment Projects. This objective has been achieved by investigating the perceived rationale and reasons for the establishment of hostels during the apartheid era provided by other authors in Chapter two and through the views of the respondents in Chapter four. In fact, the literature review in Chapter two of this study revealed that the reason for establishing hostels was among others to strengthen residential segregation between Africans and the white communities in urban areas.

Both the second and third objectives were achieved in Chapter four under the section that deals with data analysis for the case study of both City Deep and Nobuhle Hostel Redevelopment Projects. The case studies of both projects which are related to the second and the third objectives of this study were also presented in Chapter four. In the case of City Deep, 93 % of the respondents indicated that the Hostel Redevelopment Projects have made a positive impact to some extent in addressing the challenges and shortages experienced in Johannesburg, Gauteng Province.

Further, the majority of the officials interviewed also confirm that the City Deep Hostel Redevelopment Project has made a positive impact toward addressing the challenges and the housing shortages experienced in Johannesburg. The situation in Nobuhle Hostel is similar to that of City Deep Hostel. Eighty percent (80%) of the respondents of the Nobuhle Hostel Redevelopment Project believe that the project responded well to the housing challenges and shortages in Alexandra Township in Johannesburg. All the officials interviewed in the Nobuhle Hostel Redevelopment Project also believed the project responded well towards addressing housing challenges and shortages in Johannesburg.

The fourth objective of this study is achieved in Chapter five, which provides recommendations for improving property management within the existing hostels and gives proposals for the successful implementation of hostel redevelopment projects within COJMM.

5.3 SUMMARY OF CHAPTERS

In Chapter one a statement of the problem in relation to the implementation of Hostel Redevelopment Projects in COJMM particularly for City Deep and Nobuhle Hostels was presented. This chapter further presented the following: research questions and objectives which emanated from the research problem, scope of the study and demarcation of the period of the study, defined the terminology used in this study and introduced the research methods used in this study.

Chapter two presented a literature study of public housing within the context of South Africa, which revealed that public housing was initially meant for the urban poor working in urban areas. Public housing was used as a mechanism to limit the number of Africans settling in urban areas. Further, the system was used by the apartheid to segregate blacks and whites within South African cities. The apartheid system and approach in providing public housing implemented great inequalities in the spatial patterns; thus the new government that came into power in 1994 is faced with the challenges of closing the gap created. The literature also reveals that property management of public housing collapsed prior to 1994 (before the first democratic election in South Africa) and as such needs to be improved. Chapter two also presented lessons learnt from hostel redevelopment projects in Gauteng Province. The literature in this chapter reveals that there is a need not to exclude social problems such as poverty in the hostel redevelopment policy.

Chapter three presented the research methodology used in this study. Qualitative and quantitative methods of research were adopted. Semi-structured interviews with officials from AURP, COJMM, GDoH, and JOSHCO and structured questionnaires with individual tenants were used in both City Deep and Nobuhle Hostels. Both semi-structured interviews and structured questionnaires provided the data relevant to the study. The study questions posed in Chapter one under section 1.3 were addressed in this study. It is therefore clear that the two approaches employed in this study were relevant and reliable.

Chapter four presents case studies of City Deep and Nobuhle Hostels and of the data collection which was done. The chapter further provides an analysis of data collected (refer to further discussion in section 5.3 below). Chapter five presents recommendations and conclusions, and suggests areas for future research.

5.4 CONCLUDING REMARKS

Tenants of both City Deep and Nobuhle Hostels articulated their perceptions and experiences regarding their stay in public hostels. The articulation also considers the challenges they faced as well as their experiences in the upgraded hostel units. Officials of AURP, COJMM, GDoH and JOSHCO also mentioned their experiences of the hostel system, the challenges faced by the residents and the implementation of hostel upgrading projects. Data collected was analysed and categorised into two main themes, namely, the hostel residence system and the implementation of the Hostel Redevelopment Projects in the COJMM. These themes are presented in the next section, starting with the hostel residence system.

5.4.1 Hostel residence system

Municipalities and the GDoH, as owners of some of the hostels, are currently faced with the challenge of maintaining their public stock. Most of the respondents and participants interviewed in both case studies (City Deep and Nobuhle Hostels) confirmed that the hostel residence system was never established to provide permanent accommodation, but instead was meant to provide temporary accommodation for migrant labourers who generally originated from rural areas. In the final years of the struggle against apartheid during the 1980s and early 1990s, most African townships and hostels were negatively affected by internecine political violence which affected the property management of some of the hostels to such an extent that it collapsed. This collapsed hostel management system negatively affected the intentions of the apartheid Government to restrict Africans in urban areas. The African communities started to move freely and found accommodation in most of the hostels. As a result, tenants in most of the public hostels no longer paid rent as was expected of them. Public hostels became unmanageable.

The number of occupants in most public hostels increased due to lack of property management by the government. The interviewees believed that the hostel system had a negative impact on housing provisioning for Africans in urban areas. In addition, the Government of National Unity (GNU) installed in 1994 was unsure how to maintain the hostel residence system prior to its being upgraded, since the

system was established during the apartheid years and required expensive corrective measures (COJMM staff one semi-structured interview, 2 November 2009a).

5.4.2 The implementation of hostel redevelopment projects in the City of Johannesburg Metropolitan Municipality

The City Deep and Nobuhle Hostels, as indicated in the previous chapters, are being upgraded by different agencies within the COJMM jurisdiction. For example, JOSHCO's approach is informed by the need to create more rental stock in the Johannesburg area, while AURP's approach is informed by the need to upgrade the existing township of Alexandra. Obviously the type of products delivered by AURP and JOSHCO are therefore unlikely to be the same.

Further, property management differs in the two hostels. JOSHCO assumed property management responsibility immediately after its Development Section completed the new units. As has earlier been highlighted by COJMM staff one (semi-structured interview, 24 November 2010), there is confusion as to who should take responsibility for managing the new units redeveloped by AURP. This confusion occurred after a report was tabled by the City of Johannesburg Metropolitan Municipality's Mayoral Committee during 2005 where JOSHCO was mandated to assume the property management responsibility of the existing public stock. In fact COJMM is expected to transfer most of its public stock to JOSHCO, according to the resolution contained in the *iGoli* strategy as indicated (see section 4.2 of Chapter four of this study).

In addition, funding agreements that were signed (immediately after subsidy application submitted to GDoH) between either JOSHCO or AURP and the GDoH were never honoured by the GDoH. For example, JOSHCO committed to construct 654 units in the City Deep Hostel, while AURP committed to construct 1 042 units in the Nobuhle Hostel. The approved budget as per the funding agreement signed between JOSHCO/AURP and GDoH was never paid in full to the two departments by the GDoH. The GDoH has delayed the transfer of funds for Hostel Redevelopment Projects and other national housing programmes as implemented by COJMM. The delay is attributed, among other things, to the fact that the GDoH has different priorities to those of the COJMM. As was earlier highlighted by GDoH staff one

(semi-structured interview, 23 October 2010), this delay contributed negatively towards housing provisioning within COJMM in the Gauteng Province.

As indicated in Chapter one of this study, COJMM failed to plan for the overflow and displacement of tenants as a result of the Hostel Redevelopment Problem (refer to section 1.2). From this, it is clear that hostel redevelopment, if not well-planned, could create perpetual challenges rather than bring solutions to address public housing shortages.

This study focuses on the implementation of the Hostel Redevelopment Project in the COJMM, particularly of the City Deep and Nobuhle Hostels. Most of the residents of the two hostels interviewed in the two case studies have confirmed that they only participated once during the planning of the two projects. For example, in the City Deep Hostel Redevelopment Project study, 54% of the respondents indicated that they participated once during the planning of the project, while 74% of the respondents in the Nobuhle Hostel study indicated that they had participated once during the planning of the project.

In spite of poor participation by the affected parties in the two projects, most of the interviewees (both the residents and officials) still believe the two addressed some of the challenges and also contributed positively towards reducing housing shortages. Such challenges were presented in Chapter one and Chapter four of this study. In fact 94% of the respondents as indicated in Chapter four in the City Deep study indicated that the project succeeded well in addressing both challenges and housing shortages. In the case of the Nobuhle study, 87% of the respondents indicated that the project succeeded well in addressing both challenges and housing shortages. In addition, the residents interviewed in both City Deep and Nobuhle Hostels all confirmed that their living standards have improved as a result of the hostel redevelopment programme in the two hostels.

In addition, all the interviewees in both the City Deep and Nobuhle studies confirmed that the two projects were implemented successfully according to project management principles and the provisions of the Housing Code of 2000. The officials interviewed shared common views regarding the implementation of the two hostels. These officials confirmed that the projects had different challenges which were addressed during the construction period. Some of the challenges raised by these officials included budget constraints caused by tedious and complex processes of budgetary allocation

(ineffectiveness of the Division of Revenue Act or DORA) between the National Department of Housing (NDoH), the GDoH and COJMM, incomplete township establishment processes caused by the delays in the transfer of land portions to COJMM, politics in the hostels, and lack of information from the COJMM regions where the project was implemented. It is necessary to make recommendations based on the critical issues raised in the above concluding remarks.

5.5 RECOMMENDATIONS

On the basis of the findings and conclusions reached in this study the following recommendations are made:

5.5.1 Hostel residence systems

- In order to maintain their public stock prior to being upgraded, municipalities such as COJMM and the GDoH should appoint property management agencies to manage hostels. According to Cloete (2001:3) property management aims to maintain and increase the value of the property. Cloete (2001) further indicates that a property can be managed by either the individual himself or by somebody else. In the case of the latter, the owner and the property manager must enter into a contract. Such contract will spell out clearly how the contract should be managed. These property management agencies, among other things, should be responsible for the day-to-day operations within hostels which involve the following: management of databases, maintenance of both electrical and plumbing work, and general building which involves the structural integrity of the existing hostel buildings.
- COJMM should also make a maintenance budget available to property management agencies in order to improve service delivery.
- COJMM should continue to provide consumer education to the individual tenants of hostels such as City Deep, Nobuhle and others. This training will inform the tenants on their duties and obligations. Furthermore, this training should help instill a sense of responsibility in individual tenants of hostels.

5.5.2 Implementation of Hostel Redevelopment Projects in the City of Johannesburg Metropolitan Municipality

- COJMM should establish a department to ensure that Council decisions, particularly on housing issues, are implemented. This department, *inter alia*, should help with the monitoring of the implementation of Council decisions on housing.
- COJMM should plan Hostel Redevelopment Projects concurrently with other available national housing programmes such as project-linked subsidy projects. For example, in project-linked subsidy projects, COJMM will cater for those displaced as a result of hostel redevelopment activities. Project linked subsidies should also provide other forms of tenure such as RDPs, serviced stands, and rental and communal rooms meant for beneficiaries who do not qualify for a housing subsidy according to the Housing Code of 2000.
- COJMM should design frameworks and clear strategies for the implementation of Hostel Redevelopment Projects. These frameworks should guide implementing agencies of such projects within the jurisdiction of the COJMM.
- COJMM should continue making relevant information available to the residents within hostels prior to the implementation of Hostel Redevelopment Projects. This can only be achieved once the COJMM has established a stakeholder section that deals directly with communities other than the existing structures such as the Ward Governance Section. This section, among other things, will also ensure that information reaches the affected residents timeously.
- Further, the GDoH should make funding available for the Hostel Redevelopment Programme. This funding should be tied up with a plan for redeveloping a particular hostel in its entirety as opposed to a plan for portions of work. Further, funding for the entire redevelopment should be transferred to the implementing agencies such as municipalities or any other organ of the state immediately after the subsidy application has been approved.
- NDoH and the GDoH need to fast track the accreditation of COJMM. In this process the flow of money from NDoH and the National Treasury to municipalities will be guaranteed. Through the accreditation process, budgets allocated to municipalities such as COJMM will be gazetted and announced in Gauteng Province by the Member of the Executive Council for Housing. The GDoH will be compelled to allocate the approved funds to COJMM without delay.

5.6 AREAS FOR FURTHER RESEARCH

The researcher proposes and recommends the following research areas which are not covered in this study. This research could enhance and supplement the study on the implementation of hostel redevelopment projects within COJMM.

- The implementation of the Hostel Eradication Programme in COJMM.
- Capacity-building and the readiness of municipalities to administer national housing programmes.
- The improvement of living conditions for hostel residents through the appointment of property management agencies.
- An investigation into the financial management within COJMM.

5.7 REFLECTIONS AND DELIMITATIONS OF THE STUDY

Data collection for this study was conducted in both City Deep and Nobuhle Hostels in COJMM. As indicated in the previous chapter, the City Deep Hostel Redevelopment Project is implemented by JOSHCO while the Nobuhle Hostel Redevelopment Project is implemented by AURP. The two hostels are both owned by COJMM. Participants in the City Deep Hostel study were officials from GDoH and JOSHCO. Respondents in the City Deep Hostel study were tenants from City Deep Hostel.

In the Nobuhle study, participants were officials from the AURP, COJMM and the GDoH. Similar to the City Deep Hostel study, all respondents were tenants of Nobuhle Hostel.

However, the sampling selected for both the City Deep and Nobuhle case studies may not be sufficiently representative of the population studied. In this regard, findings may not be generalised, but should indicate the thinking around the Hostel Redevelopment Projects within the COJMM. It is also necessary to bear in mind that the data could be used as a starting point for research and could serve to encourage further research on the notion of Hostel Redevelopment Projects in South Africa.

5.8 CONCLUSION

This chapter provided a summary of the previous chapters and an account of how the research objectives were addressed. Further, the recommendations and further research areas were discussed. The recommendations made can be used by municipalities such as COJMM and the GDoH when implementing hostel redevelopment projects and managing the existing public hostels. Municipalities such as COJMM and the GDoH are encouraged to improve their property management of public hostels. Hostel Redevelopment Projects, if planned properly, might address most of the challenges faced by the existing tenants. In fact, Hostel Redevelopment Projects can be used as a vehicle for social housing for municipalities.

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APPENDICES

APPENDIX A

3705 Far East Bank

Phase 2

Alexandra

2090

1 July 2009

The ED: Housing

The City of Johannesburg Department of Housing

Braamfontein

Johannesburg

Dear Sir/Madam

Application to do research: Mothotoana Molapane

I hereby apply to do research within the City of Johannesburg Housing Cluster. I am a registered student for M.Tech: Public Management at the University of South Africa. As part of the degree I have to submit a mini dissertation. The university has approved my research proposal.

The preliminary title of the research is 'The Public Sector Hostel Redevelopment Programme in the Greater Johannesburg Municipality'. The research aims to examine the framework of the Public Sector Hostel Redevelopment Programme within the Greater Johannesburg Municipality.

The City of Johannesburg Housing Officials and JOSCHO officials, Gauteng Department of Housing Officials and tenants within selected hostels will be the target population as well as the sample. The researcher will have direct contact with the participants, which will for obvious reason influence the anonymity of the respondents. The respondents will however, be assured that their personal particulars and responses will be treated with confidentiality.

The searcher will employ different methods of data collection such as personal documents, questionnaires and interview to gather the necessary data needed for the purpose of the study.

No cost implications are envisaged at this stage, but should there arise any, the researcher will cover it. Furthermore, the research will be used solely for the purpose of this study.

Your approval of this application will be highly appreciated.

Regards

Molapane Mothotoana

Cell 084 624 0026

Tel (011) 761 0255

APPENDIX B

Letter of acceptance from COJ

APPENDIX C

SEMI-STRUCTURED INTERVIEW QUESTIONS

The purpose of this interview is to collect primary data from City of Johannesburg Officials, JOSHCO staff and Gauteng Department of Housing for a Masters qualification with the Public Administration and Management field of study at the University of South Africa. All responses are anonymous and will be treated as strictly confidential.

CONTACT DETAILS

Molapane Mothotoana (City of Johannesburg)
Department of Housing
Region C, Roodeport
Tel (011) 761 0255
Fax (011) 672 2714
Cell 082 457 9090
Email: sellomot@joburg.org.za

TOPIC: THE IMPLEMENTATION OF PUBLIC SECTOR HOSTEL REDEVELOPMENT PROGRAMME WITHIN THE CITY OF JOHANNESBURG MUNICIPALITY: THE CASE OF CITY DEEP PROJECT AND NOBUHLE PROJECT

QUESTION 1

To understand the rationale for the establishment of hostel residence during the apartheid years.

1.1 In general, what is your view on the establishment of hostel residences during apartheid era in South Africa?

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1.2 What would you say could be regarded as the main reason for the establishment of hostel residences?

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1.3 Do you think the establishment of hostel residences during the apartheid years had an effect on housing delivery in Gauteng? Motivate your answer?

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.....

1.4 What are the problems associated with existing hostels (systems) in South Africa?

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1.5 Would you suggest that there is a need to change the set up of hostel residences? Motivate your answer.

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QUESTION 2

To examine whether Hostel Redevelopment Programme addressed the housing challenge within inner-city.

2.1 Would you argue that Hostel Redevelopment Programme as implemented in the City Deep hostel resulted in the improvement of housing delivery in the inner-city? Motivate your answer.

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QUESTION 3

To analyse a case study of the City Deep and Nobuhle Hostel Redevelopment Programme.

3.1 Would you argue that the residents were engaged or consulted thoroughly during the planning stage of the City Deep Hostel Redevelopment Project? Motivate your answer.

.....
.....
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.....
.....

3.2 According to your understanding, do you think that the City Deep Hostel Redevelopment Project was implemented in line with project management principles such as time, quality and cost and adhered to project management cycles? Motivate your answer.

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.....

3.3 Would you argue that the living condition of the residents City Deep has been improved? Motivate your answer.

.....
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.....
.....

3.4 Would you argue that property management within City Deep Hostel has improved? Motive your answer.

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3.5 In your opinion, was City Deep Hostel Redevelopment Project implemented successfully or according to Housing Code principles?

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3.6 What are the highlights of City Deep Hostel Redevelopment Project?

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3.7 Would you argue that there is a need to change the implementation strategy in the City Deep Hostel Redevelopment Project? Motivate your answer?

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APPENDIX D

SURVEY ON THE IMPLEMENTATION OF THE CITY DEEP HOSTEL REDEVELOPMENT PROJECT

The purpose of this survey is to understand the perceptions and experiences of City Deep residents regarding the implementation of the City Deep Hostel Redevelopment Project. All responses are anonymous and will be treated as strictly confidential.

RESPONDENT CHARACTERISTICS

1 Gender

Male	1
Female	2

2 Marital status

Married	1
Single	2
Divorced	3
Widowed	4

3 What is your age?

21 yrs-30 yrs	1
30 yrs-40 yrs	2
40 yrs-50 yrs	3
50 yrs-60 yrs	4
Other (please specify)	5

4 What is your household income (yours and your spouse combined).

0-R3 500	1
R3 501-R7 000	2
R7 000-R10 000	3
Other (please specify)	4

5 What is your province of origin?

Eastern Cape	1
Free State	2
Gauteng	3
Limpompo	4
Mpumalanga	5
Northern Cape	6
North West	7
KwaZulu-Natal	8
Western Cape	9
Other (please specify)	10
.....	

HOSTEL RESIDENCE

6 Since when have you been staying in a hostel?

Pre-1994	1
1995	2
2000	3
2005	4
2009	5

7 What is your reason for staying in a hostel?

Affordable rental	1
Only accommodation available	2
Recommended by employer	3
Free accommodation	4
Next to my work	5
Other (please specify)	6
.....	

8 How would you rank or rate the establishment of hostel residences in South Africa during the apartheid years?

Very well established	5
Well established	4
Badly established	3
Very badly established	2
Other (please specify)	1
.....	

9 What would you regard as the reasons for the establishment of hostel residences during the apartheid years in order of priority?

Accommodate migrant labourers	
Separate migrant labourers from white communities	
Discourage urbanisation of Africans	
Manage the movement of Africans in urban areas	
Other (please specify)	
.....	

10 Do you own a house elsewhere?

Yes	1
No	2

11 If yes, please indicate the type of structure that you own.

RDP	1
Bonded	2
Self built	3
Other (please specify)	4
.....	

12 Where are you staying currently?

Existing hostel room	1
Interim accommodation	2
Other (please specify)	3
.....	

13 Who are you staying with currently?

Wife only	1
Wife and children	2
Children only	3
Other (please specify)	4
.....	

14 In your opinion, how well has the hostel residence system addressed housing challenges in South Africa during the apartheid years?

Very well	Well	Badly	Very badly	Do not know
5	4	3	2	1

PUBLIC SECTOR HOSTEL REDEVELOPMENT PROGRAMME

15 How have you made your housing needs known to authorities?

Gauteng Waiting List	1
Demand Database	2
Other (please specify)	3
.....	

16 What would you regard as the main functions of a Waiting List and Demand Database in the order of priority?

Register beneficiaries	
Make known the needs of communities	
Put beneficiaries on the waiting list for a house	
Assist beneficiaries for subsidy administration	
Other (please specify)	
.....	

17 How well is Demand Database and Waiting List assisting authorities towards planning public sector hostel redevelopment projects?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

18 How generally accessible is the following to the residents of City Deep Hostel?

	Very accessible	Accessible	Do not know	Inaccessible	Very inaccessible
Gauteng Waiting List	5	4	3	2	1
Demand Database	5	4	3	2	1

19 How well do you think the Hostel Redevelopment Programme responds to housing challenges in City Deep, Johannesburg?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

CITY DEEP PROJECT

20 Have you participated in the planning of City Deep Hostel Redevelopment Project?

a. I have participated once	1
b. I have participated more than once	2
c. I have never participated	3
d. I do not know that residents in hostels can participate in the planning of a project	4

If you selected either ‘a or b’ above, please answer the two following questions. If you selected either ‘c or d’, please skip to question 23.

21 How have you participated in the planning of the City Deep Hostel Redevelopment Project?

Public meetings	1
Resident meetings	2
Project Steering Committee	3
Development Forum	4
Other (please specify)	5
.....	

22 If yes, were you happy that your concerns and those of other residents were included in the planning process of the City Deep Hostel Redevelopment Project?

I was very happy	5
I was happy	4
I was not happy	3
I was disappointed	2
I was very disappointed	1

23 How well have the residence committee of the City Deep Hostel Redevelopment Project handled the following matters?

	Very well	Well	Do not know	Badly	Very badly
Allocation strategy	5	4	3	2	1
Interim accommodation	5	4	3	2	1
Feedback meetings	5	4	3	2	1

24 What would you regard as the main challenges of City Deep hostel residents in order of priority?

Overcrowding	
Sanitation and ablution facilities	
Blockage of drainage system	
Poor storm water management systems and gravel roads	
Illegal connections of electricity	
Insufficient parking space and insecure parking space	
Other (please specify)	
.....	

25 How do you think your housing needs were met in the City Deep Hostel Redevelopment Project?

Very well addressed	5
Well addressed	4
Not sure	3
Badly addressed	2
Very badly addressed	1

26 Has your living conditions improved since the City Deep Hostel Redevelopment Project has been introduced?

Extremely improved	Improved	Never improved	Badly improved	Very badly improved
5	4	3	2	1

27 Which services have been improved or bettered by the City Deep Hostel Redevelopment Project?

Overcrowding	1
Sanitations and ablution facilities	2
Blockage of drainage system	3
Poor storm water management systems and gravel roads	4
Illegal connections of electricity	5
Insufficient parking space and insecure parking space	6
Other (please specify)	7
.....	

28 How well do you think City Deep Hostel Redevelopment Project responds to housing shortages in City Deep, Johannesburg?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

THANK YOU

APPENDIX E

SEMI-STRUCTURED INTERVIEW QUESTIONS

The purpose of this interview is to collect primary data from City of Johannesburg Officials, AURP staff and Gauteng Department of Housing for a Masters qualification with the Public Administration and Management field of study at the University of South Africa. All responses are anonymous and will be treated as strictly confidential.

CONTACT DETAILS

Molapane Mothotoana (City of Johannesburg)
Department of Housing
Region C, Roodeport
Tel (011) 761 0255
Fax (011) 672 2714
Cell 082 457 9090
Email: sellomot@joburg.org.za

TOPIC: THE IMPLEMENTATION OF PUBLIC SECTOR HOSTEL REDEVELOPMENT PROGRAMME WITHIN THE CITY OF JOHANNESBURG MUNICIPALITY: THE CASE OF CITY DEEP PROJECT AND NOBUHLE PROJECT

QUESTION 1

To understand the rationale for the establishment of hostel residence during the apartheid years.

1.1 In general, what is your view on the establishment of hostel residences during apartheid era in South Africa?

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1.2 What would you say could be regarded as the main reason for the establishment of hostel residences?

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1.3 Do you think the establishment of hostel residences during the apartheid years had an effect on housing delivery in Gauteng? Motivate your answer?

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1.4 What are the problems associated with existing hostels (systems) in South Africa?

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1.5 Would you suggest that there is a need to change the set up of hostel residences? Motivate your answer.

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QUESTION 2

To examine whether Hostel Redevelopment Programme addressed the housing challenge within inner-city.

2.1 Would you argue that Hostel Redevelopment Programme as implemented in the Nobuhle hostel resulted in the improvement of housing delivery in the inner-city? Motivate your answer.

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QUESTION 3

To analyse a case study of the City Deep and Nobuhle public sector hostel redevelopment programme.

3.1 Would you argue that the residents were engaged or consulted thoroughly during the planning stage of the Nobuhle hostel redevelopment project? Motivate your answer.

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3.2 According to your understanding, do you think that the Nobuhle Hostel Redevelopment Project was implemented in line with project management principles such as time, quality and cost and adhered to project management cycles? Motivate your answer.

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3.3 Would you argue that the living condition of the residents Nobuhle Hostel has been improved? Motivate your answer.

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3.4 Would you argue that property management within Nobuhle Hostel has improved? Motive your answer.

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3.5 In your opinion, was Nobuhle Hostel Redevelopment Project implemented successfully or according to Housing Code principles?

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3.6 What are the highlights of Nobuhle Hostel Redevelopment Project?

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3.7 Would you argue that there is a need to change the implementation strategy in the Nobuhle Hostel Redevelopment Project? Motivate your answer?

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APPENDIX F

SURVEY ON THE IMPLEMENTATION OF THE NOBUHLE HOSTEL REDEVELOPMENT PROJECT

The purpose of this survey is to understand the perceptions and experiences of Nobuhle residents regarding the implementation of the Nobuhle Hostel Redevelopment Project. All responses are anonymous and will be treated as strictly confidential.

RESPONDENT CHARACTERISTICS

1 Gender

Male	1
Female	2

2 Marital status

Married	1
Single	2
Divorced	3
Widowed	4

3 What is your age?

21 yrs-30 yrs	1
30 yrs-40 yrs	2
40 yrs-50 yrs	3
50 yrs-60 yrs	4
Other (please specify)	5

4 What is your household income (yours and your spouse combined)?

0-R3 500	1
R3 501-R7 000	2
R7 000-R10 000	3
Other (please specify)	4

5 What is your province of origin?

Eastern Cape	1
Free State	2
Gauteng	3
Limpopo	4
Mpumalanga	5
Northern Cape	6
North West	7
KwaZulu-Natal	8
Western Cape	9
Other (please specify)	10
.....	

HOSTEL RESIDENCE

6 Since when have you been staying in a hostel?

Pre-1994	1
1995	2
2000	3
2005	4
2009	5

7 What is your reason for staying in a hostel?

Affordable rental	1
Only accommodation available	2
Recommended by employer	3
Free accommodation	4
Next to my work	5
Other (please specify)	6
.....	

8 How would you rank or rate the establishment of hostel residence in South Africa during the apartheid years?

Very well established	5
Well established	4
Badly established	3
Very badly established	2
Other (please specify)	1
.....	

9 What would you regard as the reasons for the establishment of hostel residence during the apartheid years in order of priority?

Accommodate migrant labourers	
Separate migrant labourers from whites communities	
Discourage urbanisation of Africans	
Manage the movement of Africans in urban areas	
Other (please specify)	
.....	

10 Do you own a house else where?

Yes	1
No	2

11 If yes, please indicate the type of structure that you own.

RDP	1
Bonded	2
Self built	3
Other (please specify)	4
.....	
.....	

12 Where are you staying currently?

Existing hostel room	1
Interim accommodation	2
Other (please specify)	3
.....	

13 Who are you staying with currently?

Wife only	1
Wife and children	2
Children only	3
Other (please specify)	4
.....	

14 In your opinion, how well has the hostel residence system addressed housing challenges in South Africa during the apartheid years?

Very well	Well	Badly	Very badly	Do not know
5	4	3	2	1

PUBLIC SECTOR HOSTEL REDEVELOPMENT PROGRAMME

15 How have you made your housing needs known to authorities?

Gauteng Waiting List	1
Demand Database	2
Other (please specify)	3
.....	

16 What would you regard as the main functions of a Waiting List and Demand Database in the order of priority?

Register beneficiaries	
Make known the needs of communities	
Put beneficiaries on the waiting list for a house	
Assist beneficiaries for subsidy administration	
Other (please specify)	
.....	

17 How well is Demand Database and Waiting List assisting authorities towards planning public sector hostel redevelopment projects?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

18 How generally accessible is the following to the residents of Nobuhle Hostel?

	Very accessible	Accessible	Do not know	Inaccessible	Very inaccessible
Gauteng Waiting List	5	4	3	2	1
Demand Database	5	4	3	2	1

19 How well do you think the Public Sector Hostel Redevelopment Programme responds to housing challenges in Alexandra, Johannesburg?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

NOBUHLE PROJECT

20 Have you participated in the planning of Nobuhle Hostel Redevelopment Project?

a. I have participated once	1
b. I have participated more than once	2
c. I have never participated	3
d. I do not know that residents in hostels can participate in the planning of a project	4

If you selected either ‘a’ or ‘b’ above, please answer the two following questions. If you selected either ‘c’ or ‘d’, please skip to question 23.

21 How have you participated in the planning of the Nobuhle Hostel Redevelopment Project?

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Residents’ meetings	2
Project Steering Committee	3
Development Forum	4
Other (please specify)	5
.....	

22 If yes, were you happy that your concerns and of other residents were included in the planning process of the Nobuhle Hostel Redevelopment Project?

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Blockage of drainage system	
Poor storm water management systems and gravel roads	
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Insufficient parking space and insecure parking space	
Other (please specify)	
.....	

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Insufficient parking space and insecure parking space	6
Other (please specify)	7
.....	

28 How well do you think Nobuhle Hostel Redevelopment Project responds to housing shortages in Alexandra, Johannesburg?

Very well	Well	Do not know	Badly	Very bad
5	4	3	2	1

THANK YOU