

URBAN SECTOR NETWORK



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Record of Regional Workshops

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Report of the National Urban Sector Network Redevelopment Workshop
24 April 2003

Introduction

The Urban Sector Network (USN) held a national hostels redevelopment workshop on 24 April 2003, in Johannesburg. The workshop had three objectives; to present the USN Policy Position on hostels redevelopment, and seek input from the stakeholders. To share some research findings with the stakeholders, and to share some USN training material (including a video) with the participants.

Welcome Address

The workshop was officially opened by the Executive Director of the USN Sibusiso Xaba. He welcomed the participants who came from a diverse institutions including government agencies in South Africa. In his opening statement, the USN Director mentioned that the Hostels Redevelopment Programme of the USN was initiated three years ago to assess what has been happening in hostels redevelopment throughout South Africa, to undertake hostels research and finally present a USN position to the National Policy.

The hostels redevelopment workshops/processes began with a National workshop in Khayelitsha, we have also undertaken regional workshop in Gauteng, Kwa Zulu Natal and Cape Town. This national workshop is the last in those processes. The USN will hereto present our research findings and the way forward in policy direction.

The workshops that we have conducted in the past years have provided us with enough evidence to suggest that hostels vary from one context to another, Cape Town Hostels are different to Durban and Gauteng is different to Cape Town. This compels us to make sure that our recommendations cover a wide spectrum of contexts within which these hostels are situated.

A representative of the National Department of Housing briefed the participants about progress on the Redevelopment Policy, he mentioned that Consultant have been appointed, they are now working on technical standards, they will also review the subsidy level of R16 000 for a household to be divided by 4 to cater for singles. The time frame to complete this process is however not clear at this stage.

WORKSHOP PRESENTATIONS:

Warren Smith – Development Action Group (DAG)

- Tenure Options and Management Models for Hostels Redevelopment
- Design Options and Delivery Models for Hostels Redevelopment.

The two research reports mentioned above give an account of the experiences of various stakeholders in hostels research as documented by the Development Action Group (DAG) a USN affiliate based in Cape Town. Copies of these two reports are attached, please review and email your inputs to: warrens@dag.org.za.

According to Warren, Hostels Upgrading/Redevelopment is based on the following outcomes:

- Improved access to services
- Increasing privacy
- Increasing the amount of space for residents

The programme proposed three types of redevelopment; upgrading of existing hostels structures, conversion to self contained single units, and conversion into family units.

The context for redevelopment acknowledges that the South Africa's land transfer system is complex and expensive, it is very difficult to obtain well located land for developing low-cost housing, hence redevelopment of hostels/upgrading into any one form as outlined above can be a way to addressing the housing problem in the urban areas.

Shamil Manie DAG

Presentation of the USN training material and video

There are complex dynamics within hostels, the training material is developed for facilitating hostels management. It has been developed and gives an overview from the eight workshops held by the Development Action Group.

The material cover the following issues

- Overview
- Design Options
- Tenure Options
- Institutions required to manage hostels
- Finance
- Communication and decision making
- Livelihoods
- Bringing things together

Design must be based on understanding the correct context and model for any particular situation, the residents needs, energy and environment requirements to reduce costs, must explore common, private and outdoor space, etc.

Outstanding Issues

- There is need to develop policy to cover grey sector hostels
- Minimum standards for hostels management must be set
- The forms of tenure and subsidies allocation must be reviewed
- Providing leadership and capacitating projects initiated by residents
- Addressing issues of participation in hostels committees – at hostels level, block level and neighbourhood level.
- Addressing issues of gender and the participation of women in the hostels management.
- Gearing people for financial responsibility inherent in converted/ or upgraded units

Areas level problems

Gauteng – Overcrowding
Ownership
Government Policy

Durban- Need input on administrative strategy
Management of stock after conversion is critical

Questions?/Comments

Affordability Model- can residents afford the redeveloped units?

The general principle that residents will stay in these units permanently may not generally be the case.

Need to address the historical/ cultural issues of women participation in the processes.

Need assessments be done prior to a redevelopment/upgrading project.

Policy guidance is inevitable to address ownership, rental and alternative use issues.

Administrative side – a lot of residents do not understand/want to participate in cooperatives

Design limitations often determine tenure.

There must be proper selection of people in hostels committees

There must be entry level rentals.

Fraudulent cases such as in Sebokeng can be addressed if there is policy guidance.

Looking into alternative forms of delivery, smaller projects such as in Limpopo have very little management issues.

Need comprehensive socio-economic study/research beforehand; this must cover affordability, cost and management implications including displacement of residents and other requirements that need prior attention.

Free State

In the Free State, the Provincial Government's initial plan was for hostels to become old age homes. The first hostel comprising of three areas Heilbron, Parys and Koppies was developed from the police barracks which was consisting of 10 square metre single units. These were all converted into four roomed houses with toilet and bathroom inside.

There were no clear management structures set up for the hostels.

The selection criteria for residents was based on income and affordability. People who afforded market related rental were encouraged to leave the hostel premises for those who could not afford. There was no resistance or major constraint to this process.

Questions/Comments

Policy question – a data base of subsidy beneficiaries must be developed and updated regularly, the current data system is very inadequate.

People who occupy rental units benefited from the subsidy therefore they should be put onto institutional subsidy data base.

When people leave a hostel, the person must be cleared from the database so that he/she can access the subsidy/benefit elsewhere.

Those that cannot afford subsidised rental/indigent, must get the RDP house.

Rental stock must be for the formally, informally employed.

Durban

There are 10 hostels in the Ethekwini Municipality, these hostels provide housing to about 100 000 residents of which 90% are unemployed. The hostels are located far away from urban areas, there is a culture of non-payment. The challenges that the municipality is facing is that of negotiating payment among the tenants./residents, creating poverty alleviation measures in hostels by introducing some economic opportunities.

Access control is also a major problem, with little access control there is a major problem of illegal occupation.

With redevelopment, there will be need to re-register occupants, however the problem arises of those extra people who will need to be housed else where.

Durban also need to develop a proper billing systems, at the moment there is not a single proper register – hence need to computerise billing and payments.

The rentals in Durban are currently R7 – R25, these must be upped to R150.

There has been an administrative policy although it has not worked

Comments

Illegal electricity and water connections lead to losses

Broad Recommendations

- Redefine the scope of hostels redevelopment
- Norms and standards be based on NHBRC
- SHF communal tenure research can be synergised to the USN process
- Research on costs
- Explore rent-to buy option for hostels as well.

MINUTES OF THE HOSTELS REDEVELOPMENT WORKSHOP – DURBAN
04 OCTOBER 2002 - BESG

BACKGROUND

The Urban Sector Network (USN) is a national network of not for profit NGO's that is committed to facilitating and promoting community based initiatives in housing and urban development and to contributing to the development and transformation of local government, to ensure sustainable livelihoods for the urban poor.

The Hostels Redevelopment Project financed by the USAID is part of the USN's Habitable Environments Programme which support provision of affordable and sustainable housing solutions for the most vulnerable groups in the urban environment. The hostels project is aimed for research and the gathering and dissemination of information on hostels redevelopment. The project is a national project with responsibilities shared between the Urban Sector Network Office and one affiliate namely the Development Action Group (DAG). The Network Office is responsible for management and coordination while DAG implement the bulk of activities of the project. The project is aimed at working towards sustainable solutions to the redevelopment of public and grey sector hostels whilst also drawing attention to the policy gaps in this regard. Lessons learnt are shared and disseminated as widely as possible with policy recommendations being fed back to national government.

The USN organises regional workshops to share experiences with decision makers and practitioners to document available statistics and case studies on hostels nationally. This report is a record of the discussions during a hostels redevelopment workshop held on 4th October 2002 in Durban.

Opening Remarks

Mr. Sibusiso Xaba (USN Director) opened the workshop by giving a brief background to the USN Hostels Programme initiated in 2000, through the USAID funding as facilitating research in housing and providing input into the hostels redevelopment programme. Most of the USN hostels programme activities are implemented by the Development Action Group – DAG (USN affiliate). In the course of the programme there are several issues pertaining to the whole concept of redevelopment; there have been both good projects and difficult experiences. During this workshop we aim to share these experiences and feed into the national housing policy review exercise.

From the previous workshop that the USN held in Gauteng there were many issues in hostels redevelopment including the following:

- affordability (most hostels residents are unemployed and they cannot afford to pay for the services
- experiences where affordability is not a problem as residents are employed by mining companies hence can afford the rental threshold.
- the challenge to integrate hostels into the communities
- to bring hostels closer to urban areas as most of them are located on mining land that is on the peri-pheri and sustain them.
- to bring about viable tenure and management options – The City of Johannesburg envisages to phase out the council hostel programme and establish a cooperative that can be able to manage the hostel stock.

More important from the Gauteng workshop, we learned that providing housing/shelter is not an end in itself, rather infrastructure must be accompanied by investment in social capital.

During the workshop, we must also discuss the option of converting all hostels into rental units with an option to buy. There are several issues around this view that we need to discuss, we will hopefully obtain very differing perspectives because of the different areas that we come from.

WORKSHOP PROCEEDINGS

Manie Naidoo – Department of Housing Durban

Background

The key objective of the Hostel Redevelopment and Upgrading is to promote humane living conditions for hostels residents with a view to achieving sustainability. The DOH is therefore operating on the broad guidelines of the policy on Hostel Upgrading as approved by the National Minister of Housing to meet this objective.

In 1995, the DOH appointed a consultant to identify the various hostels in the region, bed capacity in each hostel, and the surplus residents (informal residents). Statistics from the investigation revealed that there was a total of 26 hostels, with a total population of 107 103 of which 66 856 were formal residents while the other 40 247 were informal.

There has been very little/no maintenance done at the hostels, this has led to a serious deterioration of the facilities. Funds which were allocated to upgrade existing services resulted in very little upgrade to the physical infrastructure, thus there is no significant improvement in the living conditions of hostel residents.

It is only recently that the department has actually engaged on certain projects to convert some of the single dormitories to family units.

In light of these it is the intention of the Department of Housing to identify the short comings and rectify the situation in order to meet the objectives of the upgrading programme and maximise benefits to the end user within the available resources, financial constraints and the broad framework of existing policies.

Way forward

Identification of hostels and population statistics

- In partnership with the respective Local Authorities, it is envisaged to identify each hostels within its jurisdiction, the ownership, population statistics and the condition thereof.
- Enter into negotiations with all Municipalities, Councillors and Hostel Development Committees to pave the way forward with a view to prioritising the upgrading programme; depending largely on the condition of each hostel and the large number of informal residents.
- Interact on a regular basis with the Directorate; Projects to identify suitable land to re-house the large number of informal residents and displacees in new housing schemes; specifically in the greater Durban area where the hostels are extremely overcrowded. It must be emphasised that this is a delicate issue whereby residents may be affected are uprooted and certain cases may resist the change from a hostel situation which they have been accustomed to a number of years. It requires extensive negotiations and facilitation in order to convince the affected parties.

In interacting with the Municipalities, negotiations must be entered and agreed upon for the following:

- identify land and re-house affected persons before the upgrading programme.
- the Department to make available funding for the upgrading programme.
- the Local Authority must take transfer of the hostel and the administration thereof.
- the local Authority /Non Governmental Organisation/Business to make additional funding available to cover any shortfall for the upgrading of the hostel, and also for the provision of service charges.
- the formation of Section 21 Company or Body Cooperates in order to empower communities to eventually take charge and manage their assets.
- to isolate hostel residents; the neighbouring communities from the township must be included in negotiations in order to make the programme inclusive of all role players.

The sub-directorate is of the opinion that the broad key points mentioned above will to a large extent resolve the unsatisfactory conditions that presently prevails amongst hostels residents and will improve their living conditions, giving them some form of privacy and dignity. It must be emphasised that in a typical hostel situation the conditions are very complex and volatile. Having accepted this fact, past experiences has shown that a hostel redevelopment and upgrading programme takes considerably longer time to commence with and reach finality. In certain cases where funds were made available it took Local Authorities over a year to commence with actual building work.

Challenges facing the component

The current subsidy/grant per hostel resident is R4000 + 15% geotech allowance is restricting the Department as far as upgrading is concerned. Hence the reason for previous work done thus far being construed as a face lift or nothing tangible.

The reluctance on Municipalities to make additional funding available apart from the Department of Housing.

The low levels of payments by way of rentals and service charges; which is non existent in most hostels.

Poor administration/records and security.

The reluctance or the slow pace on the part of the Local Authorities to take transfer of the hostels.

Lack of suitable land to re-house informal/illegal residents.

The day to day maintenance is limited to health and safety resulting in most of the upgrading monies used to finance other maintenance services.

Identifying all hostels in the region, ownership and population statistics.

It is the intention to train and capacitate staff in the former R293 towns who may be regarded as excess to undertake tasks such as surveys in the hostels.

Comments

Has there been policy from the policy directive from the national department to phase out the hostels subsidy?

Do residents get education about the redevelopment?

Are there situations where a hostel was owned by a private company that closed, and residents still occupy the hostel premises?

In terms of policy and implementation, there is a lot still to be done, there has not been a policy to guiding rentals and or evictions, the Rental Tribunal Act is still in operation. It would be premature to phase out the subsidies since part of the subsidy goes to capital and the other part goes towards maintenance.

In term of educating communities, Iswi Labantu was involved in a private hostel experience where communities were fully involved, they were communicated to and educated about the manner in which a hostel operates. This solved many problems around management and people paid for their services.

Government does not have a clear policy to manage hostels rather the size of the hostel has also been the determining factor of the appropriate management style.

The DoH has entered into a process of social facilitation in hostel to try and empower people to manage the facilities and become responsible residents, however this attempt is greatly affected by the size of the hostel, social organisation that has formed as a result of overcrowding, unemployment and many other problems that make people rebel against payment of services.

If hostels that were run privately close down, it is the responsibility of local government to bring that issue to the attention of the province. There has been only one case of the Nqaisi Valley where a hostel was owned by a company that closed, however the municipality has taken over and redevelopment is underway.

C/o Rogers Ndlovu – Durban City Metro

Introduction

Manie thanked the USN for inviting Durban Metro Council to the workshop and stated that this is an opportunity to share experiences with regard to the Hostels Redevelopment Programme and the Management of hostels in our areas, and that contributions from all participants will be valuable.

There are ten hostels in the eThekweni Municipality's area of jurisdiction. Four of these hostels; Kwa Mashu, Umlazi T, Kwa-Dabeka, and Kwa Makhutha, are administered by the Provincial Housing Department. Five; Glebelands, S.J. Smith, Jacobs, Dalton Road, and Thokoza are administered by the Inner West Operational Entity of the eThekweni Municipality. All these hostels have a total of 58 565 bed spaces.

Historical background

Hostels were built as dormitories from where commerce and industry could draw their cheap labour. The Government of the day was able to sustain the system through influx control legislation which kept black people away from urban areas. Hostels catered mainly for blacks from rural areas who were in urban areas solely to sell their labour to commerce and industry.

The abolition of influx control in 1986, saw a massive influx of people from rural areas to urban areas to seek work. Many found their way into these hostels to stay with relatives whilst looking for work. Facilities which were meant for a certain number of people, had suddenly to cope with a large number resulting in systems in the hostels being overloaded. Leaking taps, sewer blockages, etc became a daily occurrence because of over usage.

Hostels Management and Administration

Before 1986, there was some form of control in the hostels in the eThekweni area. The management of the day has support structure which made it possible for management to exercise the control. One example of this structures was a team of security corps (commonly known at the time as Black Jacks) attached to each Hostel Superintendent for the purpose of enforcing compliance with regulations that existed at the time. It was very effective in many ways, in ensuring payment for services, regulating the entry and exit of people and keeping away undesirable elements within hostels complexes.

While not suggesting the return of these structures, we are highlighting that at some point, there was some order in hostels with no cent in arrears. Reference is only to the two periods in history of hostel management.

Problems encountered by management

The massive influx of people from rural areas after 1986, made the situation worse to already overcrowded hostels with no additional facilities. Overcrowding had been a feature in these hostels even before 1986. This resulted in informal shacks springing up in some complexes to cope with the increasing numbers.

Political Violence

Due to political violence in Kwa-Zulu Natal, many people lost their lives, while some were displaced from their homes to areas of safety. This situation led to hostels residents fleeing from one hostel to another, or in other case families/people fled between hostels and townships, this problem added another dimension to an already difficult situation in hostels. Hostels became free for all facilities with administrative systems breaking, rental collection decline as residents moved between hostels leaving unpaid bed spaces and making it difficult to track them down.

Low Payment Levels

Payment levels are generally very low, however there are exceptions where residents make an effort to pay. The culture of non-payment for services in hostels is deep-seated, therefore there is

need for a drastic measure to change people's mindset. Council has started in this process through the Masakhane Campaign to educate communities about the need to pay for services.

Unemployment

Lack of employment (resulting in low payment levels) poses a greatest challenge to Council. The problem provides a breeding ground for criminal activities within hostels as people explore various ways of survival. Informal traders have also surfaced with illegal connections to main service supplies.

Presence of Women and Children

The presence of women and children in male hostels poses another challenge in of planning for redevelopment.

Hostels Policy Adopted by Council

After the abolition of influx control legislation in 1986, no other policy was put in place by the Government to guide management and administration of the hostels, hence hostels have been operating in a vacuum for a long time.

In an effort to address the situation, Council formulated and adopted a hostels policy in March 1998 after an extensive consultation with communities. The policy aims to provide

- access control – to regulate the entry and exit of people
- regularisation – registration of all residents (legal/illegal) to account for each and every resident
- signing of lease agreements by all residents both legal and illegal
- debt collection procedures
- eviction procedures for non-payment of services and other infringements of by laws etc.
- removal of derelict vehicles and other illegal structures
- regulation of trading within hostel complexes.

National Policy for the redevelopment of public sector hostels

The policy came into being in 1995, the Kwa – Zulu Natal Housing Board formulated within the framework of this policy became an implementation strategy document to facilitate implementation of the National Policy, taking into account specific conditions prevailing in the province.

- political violence resulting in many hostel residents fleeing from their hostels to other hostels.
- rent boycotts and the collapse of administrations, not being able to collect rental arrears.
- sustainability in terms of these hostels generating enough revenue to sustain themselves as they incur deficits year after year.
- existing upgrade interventions beyond the National Policy came into being, for instance the Thokoza Hostel which was upgraded at a cost of +/- R14, 500 – 00 per bed as against the National Policy guideline of R3, 750-00 at the time.

The Thokoza Hostel was upgraded before the National Policy guidelines came into being, it is the Kwa-Zulu Natal's success story in terms of the physical upgrade. The standard of the upgrade in Thokoza Hostel could not have been possible at the current policy R3 750-00 per bed space as the National Policy stipulated at the time.

Work in Progress:

S.J Smith Hostel: a total of R15million has been allocated for redevelopment of the S J Smith hostel. Project managers have been appointed and a situation analysis report prepared.

Glebelands Hostel: R25 million allocated for this project, project managers have been appointed, status quo report completed, one block has been renovated and emergency interventions placed in others.

Kwa-Mashu Hostel: It has been allocated R11,4 million, a social facilitator has been appointed, the status quo report is being prepared. The plan is to convert into single quarters and family units. However the greatest challenge in this project is problems posed by the neighbouring informal settlement.

Geoff Nightingale – Kranskloof Hostel Upgrade: Inner West Operational Entity

Background

Geoff Nightingale presented a case study of the Kranskloof Hostel upgrade, the hostel is situated 5km north of Pinetown in the Suburb of Kwa Dabeka in Kwa Zulu Natal. It was originally estimated to have a total of 35 000 residents. In a census carried out, it was found that there are 5591 residents, 58% are unemployed and 16% under 18 years of age. The hostel has seven blocks consisting of single flats (803) and dormitories (1610) giving a sum of 10 463 beds.

Funding and implementation of the upgrade

Funding to upgrade the Kranskloof hostel was approved in April 1999 for the first phase, and October 2001 for the second phase for a total amount of R30million, this funds were provided by the Erstwhile Provincial Housing Development Board of Kwa-Zulu Natal. There was some set criteria for implementation of the upgrade, it was required that communities must be involved through participation therefore, there was extensive consultation with K Hostel Development Committee, and the criteria for upgrade was determined as:

- Technical
- Safety
- Health
- De-densify
- Privacy
- Hot water

A show-room was constructed and approved by the community. All the estimates were prepared by the Quantity Surveyor. It was estimated that the entire upgrade would require a total of R48 million. After approval the project went through a conventional tender procedure, with specified conditions that: all works must be under one umbrella contractor, the tenderer who was deemed suitable for the job was rejected by the community on alleged previous bad experience. The second lowest contractor was not reputable and the third had lowest bid R1332 530.00 which was higher than the lowest contract amount. Re-tendering could probably have given the same result.

Under the circumstances, the Inner West Operational Entity did not award the contract to any bidder, rather they became the main contractor and all the specialised works were sub-contracted to labour only contractors. The Inner West also became responsible for insurances and other contractual matters. A project manager was appointed to prepare quotations and adjudicate labour contracts, to do the budgets, assist emerging contractors productivity, financial administration, materials usage, safety and quality. The project manager is also responsible to manage emerging specialist contractors, to purchase material and control site office and materials yard.

Subcontractors carried out all the painting, plastering, carpentry and brick laying. This work was contracted to average three lowest labour only contractors. The procedure for selecting a sub-contractor were well workshopped and agreed with the community. The company/sub-contractor to do the work is required to be registered for VAT and company tax, to be under COID Public Liability, upon the contract there is a 5% retention fee held. Where they must purchase materials, subcontractors must draw up a list for most materials, obtain quotes, each item of material purchased must be low in price, sub-contractors get tools bridge finance and their purchases of paint is based on cession.

Positives and Negatives of hostels

Positives

The upgrading of Kranskloof hostels has had many positive spin offs as listed below.

- Money ploughed directly into communities
- Empowerment
- Hard work rewarded
- Minimal construction delay
- Limit claims
- Cost saving of R1million

However the draw back has been that of upgrading without occupant vacating room.

The negative spin offs have been listed as follows

- vast amount of administration is required
- Processing of payments need to be timeously
- Inner West also faced a contracts risk.

The Inner West has learned that a successful upgrade would need the following:

- Strong leadership within committee
- Communication
- Respected Community Liaison Officer and Contracts CLO.
- Strong administrative skills
- Hands on project manager
- Practical audit procedures.

Comments

Was there no objection to the Inner West decision not to award the contract?

Are there some follow ups with sub-contractors?

The fact that the Inner West did not appoint anyone contractor but did the work themselves, was to avoid to be challenged by the bidders, why they have selected one over the other and to give justification thereof.

There has been follow ups with some contractors, they are all becoming self sufficient and producing quality work. A reasonable percentage is now empowered to do their own work.

RODNEY HARBER – Harber and Associates

Rodney Harber gave an account of the architectural and planning issues that pertain to hostels in Kwa Zulu Natal. In his view there has been too much focus on under recovery of services, overcrowding in hostels and under utilisation, however no one has faced up to hostels in terms of what these facilities can offer if they have been properly designed. As it is well known, it is the national policy to restructure South African cities to these effect there have been; building regulations, environmental management and cost accounting regulations. However, there are no building regulations guiding hostels redevelopment.

Background

The uneconomical recovery of rent and service costs is one of the few examples that is common to all hostels. Otherwise each establishment is remarkably unique. A few hostels are under-utilised but most are severely overcrowded. In some cases, residents pay for metered services but all too often shared ablution facilities are awash from broken water pipes. More importantly some existing establishments consist of robustly built cellular units which are relatively easy to upgrade like the Kranskloof hostel while others have large dormitories – the Jacobs and Dalton, which are almost impossible to sub-divide to acceptable modern standards of privacy, contrast the Thokoza women's hostel which has a gross

density of 5200 residents/ha. Dalton and Jacobs, and S J Smith play equal roles in giving workers direct access to employment opportunities.

Hostels on metropolitan route should also be encouraged. The low density Kwa Mashu hostel at only 350 residents/ha flanks the Duff's Road station and has access to the R105. There is clearly huge potential for densification of some sort.

Analysis of Architectural and Planning issues of hostels in Durban

Site Planning

All hostels are different in this regard. The Kranskloof hostels is a good concept that straddles a very broken and steep valley and uses slopes to ensure that elevators are not necessary, in spite of being up to seven stories high. All the access routes focus onto a transport inter-change which also has important public facilities, shared by outsiders such as a community library and major taverns.

Most hostels layouts are similar to S J Smith as freestanding arrangements within an enclosed space. This lack of a spatial hierarchy means that there is not any 'defensible space' and the important 'carpet level' of the site is thrown open to informal entrepreneurs.

A good site plan should have a clearly defined and controlled entrance, possibly a defined 'street' to focus people and trading opportunities with semi-private spaces set behind for residents only leading, in turn to the private hostel entrances. At Jacobs a major entrance to a hostel block enters directly onto the street with no intermediate zone.

Thokoza has a strongly defined single entrance whilst, in total contrast, there is no apparent order in the layout of the Kwa Mashu hostel. With the liquor outlet as the only focus in low density units scattered around the landscape it is little wonder that the formal hostels are lost in a surrounding sea of 'mjondolas'. Conversely Kwa-Mashu is very open ended to the surrounding community.

Security

This element is always important to varying degrees for the safety and security of residents. A constricted entrance is ideal with surveillance from officials. Thokoza hostel is an excellent example. Modern technology means that access proximity discs can be installed to activate turnstiles – these can be programmed to make defaulters call at the office to gain access or even keep everybody out at certain hours. The effectiveness of this system is demonstrated by the fact that the contractor has recently been deterred at gunpoint from installing a turnstile in the Quality Street entrance to the Jacobs Hostel.

Security can also be improved by careful site planning where outsiders feel conspicuous as they penetrate into various layers. Surveillance can be enhanced by maximising opportunities for overlook from above.

In Kwazulu – Natal security generally depends on adherence to a political party. Tension is apparent when there is mixed political allegiance but this changing setback can be taken into account at the design stage.

Density

Densification is an important urban design imperative within the built up areas in which workers are seeking opportunities. Thokoza hostel, which has an estimated density of 5200 residents/ha, perform very efficiently on this scale compared to Kwa-Mashu Hostel at an estimated 350 residents/ha. The latter is under performing in relation to its potential.

Multi storey construction is virtually inescapable to achieve higher densities. In Kwa Mashu the isolated family units consist of freestanding three storey high blocks with a gross density of 840 residents/ha – 2,5 times better than the surrounding single storey layouts.

However, the occupational density is an indicator of overcrowding within habitable rooms. According to 'A21 Population', of the National Building Regulations, hostels must allow 5sqm of plan area in a habitable room, per resident. It is worth noting that the Durban Health Department only requires 2,8sqm with 8,5cubic metres air volume per resident. Minimum space requirements are very subjective and depend on good design, e.g. privacy with ventilation.

Privacy

This factor is pivotal to the qualitative improvement of living in hostels. The conditions within sixteen bed dormitories are no longer acceptable with no visual or audio privacy, storage space, personal security or opportunities for personal expression. It is noticeable how important the latter is where it can be expressed on the walls of smaller rooms.

This issues is so important that many residents are still withholding rental after major infrastructure and emergency repairs because they claim, that there have been no improvements in their living conditions.

Health

Cooking in dormitories sites saturated with waste water, blocked toilets poorly constructed refuse chutes and open air food outlets with no running water, all lead to unhealthy living conditions which must give rise to a feeling of helplessness.

The potential of single sex hostels as 'High Risk' buildings for the spread of HIV/AIDS has to be taken into account with immediate effect.

Planning configuration

The original dormitories were crude rooms to crowd people into. These are now presenting major problems with transformation. A number of innovative planning concepts have been devised to increase the service amenities and reduces the sizes of dormitories. Recent designs have created more humane living conditions by separating the functional accommodation from a variety of bedroom sizes. This development makes it possible to create units which can, at any stage, be readily converted into family units. Storage must also be taken into account.

Services

The original levels of mass ablution facilities are no longer acceptable. Nobody is accountable so vandalism is rife and there is a huge wastage of water.

Modern technology provides strong demand type shower outlets instead of chains. The only good showers are virtually brand new. Residents have to be more accountable by metering and it is surprising that no simple devices, such as solar heating pre-heaters, are used to induce sustainability.

Rediboards in Shakaville have eliminated adjacent structures drawing illegal supplies of illectricity.

Employment creation

The hive of activity in all urban hostels proves there is potential which is seldom taken into account at the outset. These range from simple stalls to fast food outlets which would all be very viable if designed onto pedestrian movement patterns. Trading routes could alos extend outside the entrance,

Accommodation may range from simple modulations on the pavement to facilitate entry level traders, up to sophisticated shops or basic motor workshops. At the Mansel Road Bus Facility a public bathhouse, complete with solar heated water, has been successfully commercialised.

Many hostels flank busy highways yet there appear to be no examples of commercial advertising onto this lucrative field.

Funding

The existing limited funding allocated to each residence is as it stands, inadequate for meaningful transformation.

The focus has been on consolidating services and security. In most cases kitchens, toilets and upgraded perimeter fences, have consumed 85 – 95% of the total budget. This includes provision of the controversial new accommodation at R11 000 – R17 000 per bed, for those decanted to make way for more partitions. The balance will only accommodate cosmetic upgrades.

The family units are acceptable the central location of most hostels should encourage private funding to upgrade basic units. However this depends on tenure arrangements.

Local Authorities, such as the action currently being undertaken by Metropolitan Durban, may fund the semi public facilities at ground level, especially if it is well designed and managed. All avenues of cross subsidisation need to be actively explored.

Existing PHDB subsidies are inadequate for meaningful sustainable transformation. Further avenues for funding need to be explored.

Comments

Rodney has brought a new perspective of looking at hostels redevelopment from an architecture point of view. It may only not be possible to implement some developments that are highly modernised with the amount of subsidies available for redevelopment.

WARREN SMITH – Hostels Redevelopment in Cape Town.

Development Action Group's involvement in hostels redevelopment has been policy research and development of training material, including some environmental policy issues. DAG will publish two research reports on hostels redevelopment early next year.

Hostels in Cape Town

Cape Town has public sector hostels with 18 000 hostel beds, there is currently a programme to convert these hostels into public rental family units with a target of 8 000 converted units in 10 years. There are about 100 "grey sector" hostels – these were formerly owned and managed by private companies on state owned land, with over 10 000 residents. Cape Town also have a few former private sector hostels. Grey sector and private sector hostels are generally overcrowded (2.6 people per bed space) and badly maintained. The former owners no longer manage the hostels and few of the residents are employees of those companies any more.

The City of Cape Town has assumed responsibility for converting public hostels into family units and then managing them for rental, but "Grey Sector" and private sector hostels do not fall within the scope of national hostels policy, and have to largely rely on institutional subsidies and the setting up of co-operatives.

DAG's involvement in hostels redevelopment in Cape Town

DAG has been involved in the redevelopment of the private sector Everite Hostel in Brackenfell (the Social Housing Foundation and the City of Cape Town have also subsequently become involved in the project), and the City of Cape Town's grey sector hostels programme: the Martin and East Hostel in Gugulethu and the Bokomo Hostel in Nyanga.

Everite Hostel

The Everite is a former private sector hostel on a well-located 15 Hectare piece of land in Brackenfell. It has 350 households none of whom are employed by the company. In the Everite Hostels, the company is giving residents a grant of R1,3 million, and is selling the land to residents for R200 000 on condition that residents set up a suitable institution, have a subsidy application approved and if at least 60% of the beneficiaries are ex-employees of Everite. A section 21 Company is being set up and a draft concept plan has been completed only the final nature of the project is still being negotiated.

In the Everite problems include the fact that there are many unemployed residents that the project is in a predominantly middle class area with restrictive zoning regulations.

However; there are many opportunities that Everite Hostels can have in terms of small businesses that the redevelopment programme must explore.

Martin and East Hostel

The Martin and East hostel is a grey sector hostel in Gugulethu. It consists of a block with 14 single rooms and shared cooking and ablution facilities. Most of the residents do not work for the company and there is only a very small monetary contribution from the company for the redevelopment project. Residents decided to convert the hostel into 16 family units (currently occupied by 16 families). This involved extending the original block and building a new block using institutional subsidies for the project and to supplement these with loans of about R5000 each.

The monthly cost is estimated at R200 per month plus R150 per month for the loan repayments. Due to affordability constraints this project is currently on hold while ways of reducing the monthly cost are investigated.

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The project is virtually complete, but the lack of co-ordination between the City of Cape Town and Bokomo have resulted in some outstanding issues that need to be resolved.

Outputs of the hostels programme: research

DAG will produce two research reports, one on tenure options and management models, with advantages and disadvantages of different tenure options and management models will be produced, with a focus on the redevelopment of grey sector and private sector hostels and on communal tenure options such as cooperatives. The second report will outline Design options and delivery models, with possibilities for and implication of alternative redevelopment strategies

for hostels. Standardised hostel designs in Cape Town are used as case studies to draw out principles. Key themes are the issue of self contained units versus sharing of facilities, and the integration of hostels with surrounding areas.

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Materials will be produced on training in leadership skills to ensure a democratic and accountable residents committee; on discussing and deciding on; design options, tenure options and management models, capacity building for ongoing management of the housing; financial management, administration, maintenance, training on residents right's and responsibilities and training to ensure effective governance of the institution.

Key issues

- Affordability: many hostel residents are unemployed; the current rent per bed space is R18 per month, while the cost of a converted self-contained family unit can be more than 20 times as much.
- Broadening the scope of the Public Sector Hostels Redevelopment Programme to include "grey sector" and former private sector hostels.
- Ensuring flexibility in hostels redevelopment programmes so that the needs of all residents are catered for and that the displacement of residents is minimized.
- Having appropriate norms and standards for hostels redevelopment, both family units and for rooms with shared facilities.
- Guidelines for local authority management of public hostels and converted hostels
- Ongoing support for co-operatives set up by residents to own and manage converted hostels.
- Gender relations: hostels are dominated by men, and women who live in the hostels are often actively excluded from decision making
- How to maximise income generation possibilities in hostels redevelopment and how to facilitate the involvement of hostel residents in the construction process.

Comments

In cases where companies have ceased to operate hostels, and the City of Cape Town taken over, is there any contribution by the companies to the redevelopment process since residents are ex-employees of such companies? Has DAG been able to track such companies and coerced them to contribute?

Is there integration between hostels and neighboring communities in the Western Cape.?

DAG's response was that it is often difficult to convince companies which do not have any interest to contribute to the redevelopment process.

Closing Remarks

In closing, Susan (USN Programmes Manager) thanked everybody present on behalf of the USN National Director and commended the workshop for being very useful in bringing all present to understand why and how things happen in different places, and the challenges faced by different organisations in hostels redevelopment.

Urban Sector Network (USN) Hostels Redevelopment Workshop Gauteng Region

BACKGROUND

The Urban Sector Network is a national network of not for profit NGO's that is committed to facilitating and promoting community based initiatives in housing and urban development and to contributing to the development and transformation of local government, to ensure sustainable livelihoods for the urban poor.

The Hostels Redevelopment Project financed by the USAID is part of the Urban Sector Network (USN) Habitable Environments Programme which support provision of affordable and sustainable housing solutions for the most vulnerable groups in the urban environment. The hostels project is aimed for research and the gathering and dissemination of information on hostels redevelopment. The project is a national project with responsibilities shared between the Urban Sector Network Office and one affiliate namely the Development Action Group (DAG). The Network Office is responsible for management and coordination while DAG implement the bulk of activities of the project. It is aimed at working towards sustainable solutions to the redevelopment of public/grey and grey sector hostels whilst also drawing attention to the policy gaps in this regard. Lessons learnt are shared and disseminated as widely as possible with policy recommendations being fed back to national government.

The USN organises regional workshops to share experiences with decision makers and practitioners to document available statistics and case studies on hostels nationally. Four regional workshops will be held in Gauteng, Kwa – Zulu Natal, Western Cape and in the Orange Free State, there will be one national workshop early 2003.

This report is a record of the discussions from a hostels redevelopment workshop held on 1st October 2002 in Gauteng.

WORKSHOP PROCEEDINGS

1. Opening Remarks - Mr S. Xaba

Sibusiso Xaba, the Urban Sector Network (USN) National Director welcomed participants to the workshop. In his opening statement, the USN Director mentioned that workshops are important in bringing together different stakeholders including government, the private sector, NGO's to share their experiences and learn from one another about the importance of hostels redevelopment.

2. National Department of Housing - Ms Rene Becker

Ms Rene Becker from the National Department of Housing presented a policy position paper on the Public Sector Hostels Redevelopment Programme.

Background

The National Hostels Programme is directed by the provisions of the National Housing Code, Chapter 10, Part 3 that includes hostels owned by either a Municipality or a Provincial Housing Department, and excluding hostels owned by the Municipalities that are intended solely for the use of their employees.

In terms of the policy three forms of redevelopment are envisaged; rental for single persons or families, ownership in line with the Housing Subsidy Scheme, and alternative use, and to facilitate this process, the funding limit was increased from R16 000.00 per family or R4 000.00 per individual to R20 300.00 and R5 075.00 respectively with effect from 1st April 2002. The redevelopment programme is aimed to create humane living conditions through creation of functional assets, and to integrate hostels into respective communities hence participation is seen as an important vehicle in hostels planning and design.

There are two categories of funding available; funding for physical redevelopment which applies to rental and ownership, and funds for enhancing participation, empowerment and capacity building.

Way forward

There has been some successful initiatives under the programme, however in some cases redevelopment resulted in basic and cosmetic renovations of hostels buildings. The department will undertake a policy review exercise to revisit current policy directives with a view to convert the present policy, into one that creates sustainable rental housing stock and replace the current funding limit applicable to the programme with flexible and purposefully designed, technical norms and standards.

Lessons Learned

The department has piloted four projects in Gauteng, Free State, KwaZulu-Natal and the Western Cape. Lessons emerging from the pilots stands as:

- need for participation in order to get detailed understanding of needs.
- involvement of women in the process.
- careful open and transparent registration of existing residents within the hostels.
- phased upgrading of projects
- need for involving the private sector
- training and support for hostels committees
- provision of community facilities within hostels compounds
- hiv/aids awareness campaigns
- regulation of informal business in hostels
- involvement of architects and urban designers during the design
- allowance for special measures for disabled persons
- refine water/electricity metering
- install crime prevention measures

- refine current business plan's formats for monitoring,

Conclusion

In conclusion, Rene stated that the USN workshop is occurring at a time when the National Department is undertaking a review of the past achievements, and observing issues around redevelopment. The National Department is in the process of adjusting the existing policy using inputs from Provincial and Local Government and information gathered by the consultancy firm (to be appointed).

Comments

1. Community Agency for Social Enquiry (CASE)

- Commented on the effectiveness of Local Negotiating Groups, in their experience these institutions do not work, hence there is need to establish a flexible approach based on the hostel set up.
- Unemployment in hostels can be as high as 80%, what will the implication be of raising rentals in hostels to market rates, on some residents who are unemployed?

Department of Housing needs background with regard to those who cannot afford to pay their rentals in order to address the problem.

2. Sebokeng Emfuleni Local Council

3. Department Of Housing – Gauteng

- The Provincial department of housing feels it is important to redefine the scope of work to be done in hostels redevelopment and align the work with the budget, to avoid situations where municipalities cannot finish their work in process because they ran out of funding.
- That the National Department of Housing set quotas for professional fees
- That the social specialists be included from planning to design

Department of Housing advised that this suggestions be put in writing to the National Department. In terms of addressing needs Rene stated that the local residents are responsible for selecting representatives to the Local Negotiating Groups.

4. Tshwane Metropolitan Council

- Concerned about the level of services in some of the hostels, and enquired if there is an intermediate facility that can be tapped from, to provide basic services in some hostels while waiting for conversion to take place, the situation in some hostels is so bad that to be in such condition is a complete abuse of human rights.
- Tshwane is also looking for guidance from the national department on the proportions that must be allocated to professional fees and construction respectively.

Department of Housing response was that all this concerns in maintenance must be included in the IDP budgeting and provincial business plans. Municipalities must provide detailed cost breakdown of works.

Department of Housing advised that the programme looked at physical upgrading of hostels facilities, but other issues that go with would be looked at later as they become visible.

The workshop recognised that redevelopment is not only about rebuilding and upgrade infrastructures, it is also about improving and creating social services or livelihoods for the urban poor.

CITY OF JOHANNESBURG : SHIMI MAIMELA

Housing in the City of Johannesburg

The City of Johannesburg is faced with great challenges in housing delivery. In Johannesburg alone, problems range from land invasions, mushrooming of informal settlements and street homelessness to a large number of unregulated backyard shacks (418 000). The Inner City in particular is going through serious dilapidation wherein 6 947 units need upgrading. In terms of hostels, of the 27 hostels owned by council, 50% requires further upgrading. This challenges has resulted in various Igoli processes that led to the formulation of a sustainable housing strategy on which Delivery of Housing and the Housing Allocation Policy are based.

The Housing Policy aims to accelerate housing delivery, to address key deficiencies of the current housing practice, to align housing delivery with other sustainability initiatives and facilitate awareness and market transformation. It is based on six key principles:

- The right to adequate and affordable housing
- Responsibility for resource and environmental conservation
- Housing as a resource
- The right to a meaningful participation
- The right to cultural sustenance and
- Targeted outcomes for vulnerable groups

Institutional arrangements for implementation of the policy require existing and new institutions to go through a process to identify and define the need for housing. The process required that funds be secured and land be identified to deliver sustainable housing.

Delivery Programme

The City of Johannesburg's vision in housing delivery is to Facilitate the provision of habitable environments for communities with adequate infrastructure, economic opportunities and social services, within a city that is integrated and financially sustainable through the delivery of housing opportunities on a progressive basis which are affordable, safe and secure.

In comparison to all the local authorities in Gauteng, the City of Johannesburg has the largest number of housing backlog - (217 106) or 43.2%, or much of housing units are degrading (34 736) and require some form of upgrading (6 947). Traditionally these backlogs have been addressed through the Incremental Housing Approach, the first stage of this approach has been concluded with important milestones in land acquisition, preliminary engineering design report, township approval, pegging of stands, general plan approval, subsidy administration, conveyancing and transfer of properties and Environmental Impact Assessment. Stage two provided essential services. Services have been detail engineering design, tender process for procurement of contractors and construction of internal civil engineering services. Stage three - consolidation where actual construction of the units occur and completed units handed over to the beneficiaries or the People Housing Process where communities were trained in house construction skills, and housing support centres established to communicate and built capacity of the communities.

The strategy

The turn-around strategy has been formulated, according to the new approach, Johannesburg has been subdivided into eleven regions. In each of these regions, problems of housing backlog land invasions and informal settlements will be strategically dealt with. Within the regions, the informal settlements have been prioritised according to location (the need for urban integration). The City of Johannesburg plans to relocate 26 settlements and upgrade 54 by the year 2005, 9 settlements in Alexandra will be relocated or upgraded by the same period. To address the problem of land invasions, the Rapid Response Unit will work together with the housing department to ensure immediate response to land invasion.

Council owns a stock of 145 073 housing units, 60% of these units are in a bad state of repair and require upgrading. Only 63 249 housing units has been transferred; 56 968 to former Black Townships, 2 200 in former Coloured, Indian and White group areas and 4 081 in the less formal townships. All Council housing stock will be transferred by 2005. The process to regulate backyard shacks has started with registration, there is need to implement regularization and identification of land and a pilot project strategy. Regularization will be completed in 2003.

Hostels

With regard to Hostels, the City has started a programme to convert all staff hostels into family units. National Government has developed a new strategy in terms of addressing the problems around Hostels. This is being considered around rental housing – the Diepkloof Hostel is a pilot project. All council owned hostels will be converted/ transferred by 2005.

Low payments from residents, poor administration, lack of resources, overcrowding, informal trading and settlements on properties and poor maintenance are the many challenges facing council hostels in Johannesburg. In the new programme, council seeks to intervene through improving administration by capacitating all the regions, and implement the approved Business Plan with regards to the sale/transfer and administration and all staff hostels will be transferred to Council's Section 21 company by June 2003. The administration approach will also be finalised by June 2003 as policy decision must come first.

Questions/Comments

- What has the City of Johannesburg done to built administration and entrepreneurial capacity of hostels residents themselves?
- What is the City of Johannesburg doing to make small contractors understand that redevelopment does not only mean the physical construction of assets but also social capital?
- Small contractors must be trained in tendering and administration procedures, they need to be aware of funding sources in order to establish their businesses.

Response

There will be a process of setting up housing associations in hostels – this will be linked to empowerment of residents, there will be training on ownership rights and responsibilities.

Each unit may be managed by a board of directors which will be responsible for the day to day operation of the hostel and people will be responsible for pay for their services. The board may establish procedures and rules to deal with those who do not pay.

For small contractors, the City of Johannesburg has a policy to award contracts to small/emerging contractors. It encourages joint ventures where well established contractors can work together with smaller contractors to build their capacity.

There is a rudimentary culture of non-payment among residents. Education is critical to make people appreciate and understand the services that government is extending to the people and the consequences of non-payment.

JEFF WESSELS – ANGLO GOLD

Overview

There is a total of 18 hostels operated under Anglo Gold Properties. These hostels are located on the mining land often far on the urban fringe. In our redevelopment programme, Anglo Gold has widely accepted that the concept of single sex hostels is no socially longer acceptable. Redevelopment is more than erecting physical structures and putting infrastructures, it is also about putting in place tenure and ownership options for residents. Conversion of single sex hostels into family units is difficult as we need to displace residents without any alternative form of accommodation provided, if hostels were well integrated with neighbouring communities, displaced people from hostels would be free to choose their preferred housing and there would be negotiations with the employer to subsidise other costs such as transport and rentals (through housing allowance).

In Northern Province where hostels are located beyond the urban fringe, there have been moves to bring such facilities closer to the services and make them sustainable. However the process of integrating hostels has been very difficult as there was no one to talk to. Anglo Gold would not invest in redeveloping facilities so far away because should the mining company close, people in those hostels will be left stranded without any form of services. Under the circumstances, Anglo Gold sees conversion into family units as unsustainable as these hostels are very far located, they feel these hostels must be redeveloped so that they can be adapted to a multiple purposes such as a school or hospital.

Current reality

Hostels meet accommodation demands of many families for employees, therefore it is difficult to create space within existing facilities to enable transfer of employees. It is also difficult to transfer people from hostels because hostels are located closer to work, hence overcrowding in hostels. Currently there is only 5sqm per person and ideally 10sqm per person is required to give people a liveable space.

The Process

Anglo Gold has been working with the NUM in joint ventures in hostels redevelopment, there is need to involve Local Authorities and together vacate the deteriorated hostels before physically converting into rental stock or family units. Redeveloped units must be transferred to an institution such as a housing association that can own the properties and run them effectively.

To go through this process; first, there must be thorough internal consultation to reach a common understanding of what needs to be done. To obtain funding commitments both internally and from outside donors (Anglo Gold gives hostels as their contribution), and a Section 21 institution is formed as a Community Business Vehicle. Upon completion of all the structures, employees must be approached and ownership transferred.

Physical requirements in conversion

- Equipment in hostels must meet the domestic needs of residents, previously there was shared facilities- stoves and fridges, now each unit must be complete with its own furniture electric appliances to allow for individual metering. Although it may be a problem to bill the services on a flat rate.
- There were communal ablution blocks, people need private facilities
- There is need for communal washing areas.
- The converted units will offer privacy to individual households
- The hostels redevelopment will adhere to Town Planning procedures.

Anglo Gold donated some hostels to local authorities, however the latter have very little interest in them.

Management requirements

Prior to transfer and during the redevelopment, all self funding needs must be assessed and agreed on. Residents will be required to pay for the assets and services which were previously free, this may generate resistance from the payers hence it is important that agreement is sought with beneficiaries on changes to be made and get commitment of responsibilities by all the parties.

All financial management must be undertaken by a board established for that purpose, and setting out financial rules and regulations.

Physical conversion is fairly easy as depends on the needs of the residents.

The hostels redevelopment under cooperatives is the most viable option since mines are off farm land, therefore individual ownership is not possible and there are long procedures to incorporate into Town Planning. If Local Government is involved in the process it is easy to obtain council approval and state subsidies.

Ownership is shared with block sectional title and a management team is appointed to keep the place functioning.

Mandates required

- Need to communicate with all the stakeholders
- Need to close some hostels
- Transfer property at nominal value
- Committed project staff

Typically hostels consists of an admini block, a kitchen, medical room. Literacy centre and beer hall, but these structures can function better as a social village with a retirement house, offering support to paraleptics, children and the sick.

Comments

If Anglo Gold donates a hostel to a local authority, where does their responsibility stop?

Anglo Gold continues to support that hostel if submissions are made to Anglo Gold Properties for support. In this case, they give support to the project until it reaches some level of sustainability. Anglo Gold may also provide support in the form of project managers and staff to run the hostel.

There have been no clear guidelines in hostels upgrading mandates, hence we all did not know what we want to achieve. The socio-economic conditions in hostels are futile to the lives of the poor and unemployed residents of hostels. It is imperative that Anglo Gold make opportunities to empower those who have taken initiatives for income generating acitivities within the hostels communities.

It is very difficult to provide some common footing since all hostels are different. Anglo Gold provided rooms for small businesses but requires business from outside, but the problem comes in the billing of services and utilities. NUM commented that such provision for small businesses within hostels must be part of the planning scheme because then council can provide bulk services rather than business rights.

MAC KEBENI – NATIONAL UNION FOR THE MINeworkERS

Introduction

Housing in South Africa is a very big issue. The problem get worse in the absence of actual statistics on which we can base interventions, and this problem is growing in magnitude. As service providers we must be realistic in setting targets that we can deliver on. Hostels offer accommodation to a huge number of our mineworkers, of the 42 000 of employees of Anglo Gold Properties, 80% live in hostels where 16 men live in each room. This shows a complete violation of basic human rights. In Gold Fields there are 85 000 workers and 80% of them live in hostels. According to NUM, some mining companies including the Anglo Gold have not done enough in improving the livelihoods of employees in hostels.

Case Studies

Lonmin Platinum in Rustenburg (Marikana) is one best practice where the Mining Company has set aside R13 million for housing and started housing projects parallel to hostels redevelopment. This project has built over 2000 houses. Employees who have families have an option to stay in those houses and pay a higher rental of R500 from their housing subsidy of R600 per month. Residents are comfortable to pay such higher rental because of the promise of security of tenure, also because of the prevalence of HIV/Aids in the mines, it is better off when people stay in with their families. NUM has negotiated a rental of R300 with the mining company for rental in hostels.

Anglo Gold Properties has set aside R30 million to spent in hostel conversion into family units.

Delmas (Silica Mine)

In the Delmas case, workers voluntarily left hostels to better housing conditions, the employer has agreed to sign an agreement to subsidise rental and transport.

Dannhauser Mine

The mine closed down and NUM negotiated that the hostels be donated free of charge to the residents (mineworkers).

Newcastle

In Newcastle, NUM and the Mining Company are in partnership to establish social housing institutions :

Rea Hla – one institutions established, it requires funding, NUM will approach NHFC to assist.
Leamohetswe – Housing Association, in this project R2,5million will be spent to convert the old Thokoza Hostel into family units. The Netherlands Trade Union will be able to asset with R68million by 2004.

NUM properties plans to buy property to facilitate housing delivery to the mineworkers.

Questions/Comments

- How does the NUM deal with displaced residents?
- Can NUM share their design to inform the local authorities in their respective projects?
- From a union perspective, how would the government address the problems of accommodation for mineworkers?

The designs that NUM use depend on what people want. People who need hostels as a form of transitional housing come out straight, while those who need family units also state their interests. The designs are based on the basic Lonmin publication. De-densification of hostels would require that service providers try other avenues such as old hostels.

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Comments

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Is there integration between hostels and neighboring communities in the Western Cape.?

DAG's response was that it is often difficult to convince companies which do not have any interest to contribute to the redevelopment process.

Closing Remarks

In closing, the USN National Director commended the workshop for being very useful in bringing all present to understand why and how things happen in different places, and the challenges faced by different organisations in hostels redevelopment. Hostels conceptual understanding has changed, there are hostels that are inhabited by working people and those whose residents are not employed anyhow. In this case there is need to:

- integrate hostels into the broader communities
- use the redevelopment programme to address some social problems such as HIV/Aids
- improve the livelihood skills of hostels residents
- explore opportunities that hostels presents that can trigger sustainability
- exercise tenure options to residents in the most suitable manner
- look at the role of support organisations such as the Social Housing Foundation and
- start programmes for capacity building and training of residents