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URBAN SECTOR NETWORK FINAL REPORT



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1. INTRODUCTION

The USAID extended a grant to the USN in support of its work on community based approaches to housing, where the USN would make input into National housing policy in respect to hostels and also disseminate information on hostel redevelopment. Under its Habitable Environments Programme the USN was to conduct and participate in activities that contributed to the creation of an enabling environment for sustainable development initiatives are implemented through an improved policy and institutional environment. The two specific objectives supported by the grant were therefore policy and information dissemination.

The grant period was originally from 23 August 2000 until 30 August 2002. However an extension was requested and granted for the period 1 September 2002 until 30 April 2003. This report then covers the entire period.

2. THE URBAN SECTOR NETWORK (USN) HOSTEL REDEVELOPMENT PROGRAMME

The policy and information dissemination objectives were to be achieved through activities undertaken both by the USN Network Office and its affiliates, particularly the Development Action Group (DAG) who were to draw on the expertise of ex-Umzamo staff. During the programme period the Network Office was responsible for the management and coordination of the programme, while the DAG was responsible for social facilitation, research, case studies and technical assistance through their involvement in pilot projects with the City of Cape Town and other stakeholders such as the Social Housing Foundation.

The activities of the programme were to be:

- Identify and conduct research for tenure options and management models for hostels;
- Identify needs and conduct national research in the hostel sector;
- Hold workshops to consolidate policy submissions and submit papers to the Department of Housing;
- Research papers published;
- Mid-term and final evaluation of the project;
- Information outreach, where the USN will play a role in informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels. The USN will run information dissemination campaigns and develop material for national use.

However these activities were expanded on with the USN preparing an additional research report on design options and delivery models, as well as preparing a training manual for facilitators to use in the initial decision-making phase when planning for the redevelopment of a hostel. The USN has also produced a video on hostel redevelopment.

3. RESEARCH

The following research reports were produced and reported on in terms of the grant:

- The Redevelopment of Public Hostels: A National Overview (July 2001);
- Tenure options and management models for hostels redevelopment (April 2003);
- Design options and delivery models for hostels redevelopment (April 2003).

Copies of these reports have been disseminated to all stakeholders in the sector and the contents thereof shared at the various USN workshops. They are also available on the USN website www.usn.org.za.

4. WORKSHOPS

To kick start and guide the programme the DAG organised a workshop in Cape Town in April 2001 with all the important stakeholders. This was a very successful workshop, with the Deputy Director General of the national Department of Housing giving the keynote address. Case studies were presented by Sarah Thurman and Charles Croeser from the City of Cape Town Administration, Nonhlanhla Mthembu and Geoff Nightingale from the Durban Unicity, Chris Peterson from AngloGold and Johannes Maloka from the National Union of Mineworkers. 56 people attended the workshop and contributed to a very useful hostel report which was written up and disseminated to all stakeholders.

Three regional workshops were then held in 2002 in Gauteng, Kwa/ Zulu Natal and Cape Town to share the USN's experiences and local and provincial experiences in hostel redevelopment. The workshops were attended by a total of 60 people from various organisations involved in the redevelopment process. Input was received from the mining institutions, the national union for the mineworkers, academic institutions, independent practitioners, local authorities, hostel dwellers and the national Department of Housing. Reports from each of these workshops were written up and disseminated. Lessons learnt from these workshops have been included in the research reports and the USN policy paper on hostels redevelopment.

The USN was scheduled to hold another workshop in the Free State early in 2003. However, due to the close proximity of the Free State case studies to Gauteng, this workshop was included as part of the national workshop that the USN held on 24 April 2003 in Johannesburg. The national workshop was well attended (40 people) with representatives from different provinces, municipalities, other non-governmental organisation, the Social Housing Foundation and the private sector. A representative from the National Union of Mineworkers was due to speak but was unable to attend on the day. Here the USN presented its research papers for validation, as well as its training material and video. Finally the USN position regarding hostel redevelopment was presented with the following specific policy recommendations:

- The scope of the *Public Sector Hostels Redevelopment Programme* should be broadened to include all hostels (private and grey sector);
- Norms and standards for redeveloped hostels to be developed;
- National guidelines for the management of redeveloped hostels by local authorities are required;
- Strong support for co-operative housing is needed;
- The redevelopment of hostels should be approached in an integrated and holistic manner and hostels should not be redeveloped in an isolated manner;
- The subsidy amount for hostels redevelopment and social facilitation needs to be increased;
- Hostels redevelopment should support livelihood strategies; and
- Capacity building and training of hostel residents during the redevelopment process is essential.

A total of 156 participants involved in hostels redevelopment have therefore benefited through gaining information on hostel redevelopment through these workshops.

5. INFORMATION OUTREACH

5.1. Training for hostel dwellers and local authorities

One of the key issues that came out of the hostels workshops was the need for greater social facilitation, with a strong emphasis on the capacity building and training of hostel residents during the redevelopment process. To assist in these processes the DAG has produced a very useful training manual for facilitators during the *initial decision-making phase* which covers the issues

raised in the workshops such as livelihoods, integration etc. The materials development process involved a large amount of interaction with the DAG team members who had produced and piloted draft materials for community workshops on the three hostels pilot projects (Bokomo, Everite, Martin & East). The draft training materials were presented at the national hostels workshop in Johannesburg on 24 April 2003, where considerable interest was shown in the course by local authorities.

The training materials consist of 8 modules, namely:

- Overview;
- Livelihoods;
- Design options;
- Tenure options;
- Institutions (linked to tenure);
- Finance;
- Communication and decision making;
- Consolidation.

A copy of the training manual is included for your information. The manual has been distributed to stakeholders and is available on request from the USN. The training materials address a serious gap, as there is no other training materials specifically aimed at capacitating hostel residents for meaningful involvement in the hostels redevelopment process.

The DAG has also produced a 20 minute video on hostels redevelopment (*Hostel Stories: Hostel Redevelopment in Cape Town*). The video uses the public sector hostels redevelopment programme in Langa, Likhanyo in Guguletu and Bokomo in Nyanga as case studies of three very different approaches to hostels redevelopment. It touches on design, tenure and cost issues, and reflects the difficulties of the redevelopment process. The video is intended both to raise awareness amongst all stakeholders on key hostels redevelopment issues and as an accompaniment to the hostels training course. The video is approximately 20 minutes long and was screened at the final hostels workshop in April 2003. Copies of the video were also distributed to workshop participants and are available from the USN upon request.

5.2. USN Hostel Redevelopment Publications

The USN has published the research and workshop reports listed above, the training manual as well as the USN policy position in pamphlet format. These have been widely distributed and are available on the USN website www.usn.org.za.

5.3. Policy Submissions

The national Department of Housing, relevant Provincial Housing Departments and local authorities have received copies of the materials developed by the USN regarding hostel redevelopment. They were also invited to and participated in the USN Workshops in hostel redevelopment.

Drawing on lessons learnt from the USN experience with hostel redevelopment, the USN made policy submissions on the proposed Social Housing Policy (various drafts) being developed by the Department of Housing. The National Department of Housing is also in the process of adjusting the existing Hostels Redevelopment Policy. A task team is to be appointed shortly consisting of representatives from Provincial Housing Departments and relevant municipalities. The task team will be provided with all the USN research material and policy recommendations. Lastly the USN participated in the Department of Housing's workshop in February 2003 where information on hostel redevelopment was fed through to the Department.

6. PILOT PROJECTS

In order to inform the research and information dissemination work, the DAG has been involved in the conceptualisation and implementation of pilot hostel redevelopment projects, in co-operation with the City of Cape Town over the last three years. The three pilot projects DAG was involved in are very diverse and provide a good overview of a wide range of situations one can face in hostels redevelopment. The DAG's involvement in the pilot projects greatly added to the value of the research and information dissemination materials that were produced, and also showed the severity of the challenges that need to be grappled with, such as the problem of unaffordability and the exclusion of women hostel residents from decision making processes.

6.1. Bokomo

The Bokomo project involved the conversion of six blocks into 24 self-contained family units. This required the construction of firewalls to create separate units and the provision of an additional 12 bathrooms. DAG played the role of architect on the project, conceptualising the design and overseeing its implementation. Different stages of the construction work were undertaken separately by the two funders of the project, the City of Cape Town and the Bokomo Company, and DAG ended up playing a *de facto* project management role (particularly with regard to protecting the residents' interests). The Kuyasa Fund, a housing loan fund established by DAG, gave loans to the beneficiaries as additional funds were needed to implement the project. The project is almost complete, but there are a number of things that residents are not happy with. Negotiations with the Bokomo Company have resulted in a commitment for them to provide additional funds to resolve these problems to the residents' satisfaction.

6.2. Martin and East

The Martin and East project involved the conversion and extension of a hostels complex with 14 single rooms and shared facilities into 16 self-contained family units (which would have required extensive additional construction). After extensive work shopping with the residents, the designs for the redevelopment were prepared by DAG, and were approved by the local authority. The project was subsequently put indefinitely on hold because of concerns over affordability of the estimated ongoing monthly costs. The highly subsidised rent of a bed space in the hostel is currently R18 per month, whereas the monthly operating costs for the redeveloped units would have to be R180 per month (for administrative costs of the co-operative, maintenance, insurance and rates). The City of Cape Town is rapidly phasing out its rental subsidies, however, and it is likely that, at some point in the future, setting up a co-operative and redeveloping the hostel to provide adequate space and access to services will become more attractive to the residents.

6.3. Everite

The Everite project involved a private sector hostel with 350 households on a well located 14.8 Ha piece of land in Brackenfell. None of the residents worked for Everite any longer, but they continued to occupy the hostel and there were also many new arrivals. After the closure of the Everite branch, the Group Five Company owned the land. After negotiations between the hostel residents and the company, facilitated by DAG and the Legal Resources Centre, the company agreed to give the residents R1.3 million and then sell them the land for R200 000 on condition that the residents set up a suitable institution, have a subsidy application approved and that at least 60% of the beneficiaries must be ex-employees of Everite. A Section 21 Housing Association was set up for the hostel residents. A considerable amount of work shopping went into the finalisation of the memorandum and articles of association, and the final document has been acknowledged as being more advanced than the *pro forma* documentation used by the Social Housing Foundation. It is intended to develop both rental social housing and ownership housing on the site (at a density of 50 dwelling units per hectare, there could ultimately be a total of 750 housing units built on the site).

The City of Cape Town has agreed to be the developer for the social housing component of the project, and it is now intended to apply for housing subsidy funds. A draft layout plan has been prepared, but this will need to be changed.

7. PROGRAMME CO-ORDINATION

The USN Network Office has been responsible for co-ordinating and managing the USN hostels redevelopment programme. This has involved organising the Hostels Workshops, writing the reports, ensuring the programme is implemented in accordance with the contract, accessing and disbursing the funding for the programme, liaising and meeting with the USAID project co-ordinator in South Africa and negotiating any variances in the contract (such as the extension).

8. MID-TERM AND FINAL EVALUATION OF PROJECT

A mid-term evaluation of the project was undertaken in April 2002 and copies of the report provided to USAID. After the evaluation a hostels redevelopment strategic planning meeting was held between the Network Office and the DAG, whereby the remaining activities for the programme were mapped out. This has resulted in all the activities having been completed. A final evaluation has not been undertaken because of the lack of funding available for this.