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Urban Sector Network's Hostels Redevelopment Project: Final Evaluation

**A study commissioned by
the Urban Sector Network
on behalf of USAID**

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Increased Access to Shelter and Environmentally Sound Municipal
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Executive Summary

The purpose of this study is to evaluate the Urban Sector Network's Hostels Redevelopment Project which was completed in April 2003. This study follows a mid-term evaluation which was conducted in April 2002. The project was funded by USAID.

In the introduction, the report describes relevant aspects of the contractual agreements between USAID, USN and DAG. In terms of the agreement between USN and DAG, most of the work that the project entailed was to be carried out by DAG. The methodology used required the study team to consult documentation from the project, to conduct interviews with persons involved with hostel projects and to obtain user opinions from field surveys. Certain limitations of the study are raised followed by a list of study (or research) questions. These study questions, although not dealt with individually, provide the basis upon which the study is conducted. They are categorised as: general, management, technical and financial.

In the following section, the aims and objectives of USN and DAG are identified. The point is made that, for purposes of this study, the term 'aims' is used interchangeably with similar terms such as goal, objective, etc. and that these may be regarded as occurring in a hierarchical manner. In this case the project aims are differentiated into high order and operational aims. These aims are obtained directly from USN's agreement with USAID and DAG's Memorandum of Understanding with USN. These aims, against which the project's outputs are later compared, are as follows:

- To enable USN to increase the focus and impact of its work on community-based approaches to housing.
- The creation of an enabling environment for the sustainable development of hostels
- To contribute to an improved policy and institutional environment for the re-development of hostels
- To produce improved and increased opportunities of access to information (including dissemination)
- Effective and efficient project management and co-ordination by USN and DAG
- Identify and conduct research for tenure options, management models, design options and delivery 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
- Information outreach (dissemination) involving informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels.
- Production of training material and implementation of training programmes

The next section introduces the project's outputs or deliverables. These outputs are categorised broadly as: Research and Publications, Policy Development (Workshops), Information Dissemination and Miscellaneous. Altogether, thirteen outputs, in the form of written documents and a video, and two non-written outputs, are identified. These outputs are then evaluated in terms of the degree to which each output is congruent with the project aims stated earlier. The study questions, listed in the introduction, are used to guide the assessment. The outputs are each then assigned to one of the above categories and assessed against those aims that are relevant to each category.

With regard to Research and Publications, with five outputs, it was thought that useful information had been generated and that these outputs had, to a certain degree, contributed to the achievement of the relevant aims. It was felt, however, that more activity in this area would have been justified.

Policy Development consisted essentially of an evaluation of the two national and three regional workshops conducted through the project. It was noted that the evaluation of these workshops was totally dependent upon the documented proceedings of these workshops and therefore might not be an accurate assessment of the actual proceedings and the benefits generated by these workshops. It was felt that, while the workshops dealt with issues of substance, the reporting on the proceedings was inadequate and probably did not reflect the substance of the discussions that took place and that much of the value of these workshops was thus lost. Discussions with participants, however, indicated that these workshops provided major input to USN's policy recommendations. Furthermore, it was felt that an additional national workshop or conference the might have been useful. While attendance at the national workshops was acceptable, that at the regional level was disappointing notwithstanding the broad coverage of stakeholders present.

The Information Dissemination section concentrated on the training outputs of the project. Three outputs were considered. These three outputs – two written documents and a video - were considered to be of exceptional quality and found to be very much in keeping with the relevant aims of the project. Concern was expressed, however, with the subsequent lack of use of this material in training programmes to date although this is likely to happen at a later date.

A description and assessment of DAG's participation in the three pilot project in Cape Town is carried out in the next section. These pilot projects clearly provided DAG with a considerable amount of practical expertise regarding the national housing question notwithstanding the specificity of these grey sector projects. Through no fault of the USN project, the pilot projects themselves have achieved limited success to date in terms of the implementation of redevelopment plans although this may change later.

This is followed by a section in which those policy recommendations emanating from the study are presented. The final section deals with observations, conclusions and recommendations flowing from the study. In summary, these are the points made:

General:

- *The importance of the project:*
An important initiative that has made a positive contribution to the hostel question in SA
- *Hostels as a generic type:*
Need to reconsider approach to hostels as a special form of housing
- *User control:*
USN project provides direction for users to take control of their living environment
- *The contribution of the project to USN expertise:*
USN now regarded as expert in this field
- *The mid-term evaluation:*
Satisfactory attention to concerns expressed at the time
- *Follow-up to the USN project:*
Lack of follow-up and continuity of project since it ended in April 2003 – although it is possibly too early to make this assess assessment
- *Political/social/economic dynamics of hostel life:*
Present policy not sufficiently informed by these dynamics
- *Lack of capacity and hostel dwellers' attitude towards municipal officials:*
Too few municipal staff with necessary skills and experience aggravated by presence of no-go areas due to negative attitude of hostel dwellers
- *The response of the mining industry:*
Lessons to be learnt from approach of mining industry

USN Project Outputs:

- *The re-evaluation of government policy:*
USN project has potential to make strong impact on government policy reformulation when this is carried out
- *Need for a comprehensive document:*
Need for major document describing project in its entirety
- *Research and Publications:*
Although useful, more resources could have been channelled in this direction
- *Policy Development:*
Good impact on USN and DAG
- *Information Dissemination:*
Excellent training material outputs but no training to date
- *Diversionsary effect of pilot projects:*
Pilot projects, although useful, diverted too many resources from main aims
- *Management of project:*
Good, notwithstanding continuity problems.

- *Relevance of pilot projects:*
Although grey sector hostels, lessons to be learned.

Evaluation Procedure:

- *Delay in commissioning evaluation:*
Resulted in some problems
- *Objectivity of study:*
Possibly compromised due to commissioning procedures

Table of Contents

<i>Executive Summary</i>	<i>i</i>
<i>Table of Contents</i>	<i>v</i>
1. Introduction	1
1.1 Purpose of the Study	1
1.2 Contractual Agreements between USAID, USN & DAG	1
1.3 Terms of Reference	3
1.4 Methodology Employed	4
1.5 Limitation of the Study	5
1.6 Management of the Project	5
1.7 Study Questions	5
2. Aims and Objectives of Project	8
2.1 A Hierarchy of Aims	8
2.2 Project Aims	9
3. Project Outputs (Deliverables)	11
3.1 Research and Publications	11
3.2 Policy Development (Workshops)	13
3.3 Information Dissemination (Outreach)	19
3.4 Miscellaneous Outputs	20
4. Evaluation of Project Outputs	22
4.1 Research and Publications	22
4.2 Policy Development (Workshops)	24
4.3 Information Dissemination (Outreach)	27
5. Description & Assessment of Pilot Projects	30
5.1 Introduction	30
5.2 Methodology	30
5.3 Pilot Project Aims	31
5.4 History of Three Pilot Projects	31
5.5 Pilot Project Evaluation	33
5.6 Hostel Dwellers' Assessment	36
5.7 Management Team's Observations	37
5.8 Conclusions	37
6. Recommendations for Policy Change	39
7. Observations, Conclusions & Recommendations	41
Appendices:	
1 Documents Consulted	47
2. Persons Interviewed	48
3. Questionnaire as basis for discussion	49
4. Contractor's CV	51

1. INTRODUCTION

1.1 Purpose of the Study

The purpose of this study is to conduct an evaluation of the Urban Sector Network's Hostel Redevelopment Project. While the terms of reference for this evaluation are contractually prescribed (see 1.3 below), the researchers have, where it is considered appropriate, gone beyond these terms. This is an evaluation of the project's outputs in which the contribution of both major players is assessed, i.e., the Urban Sector Network (USN) and the Development Action Group (DAG).

This final evaluation follows the mid-term evaluation, conducted by Bruce Boaden, in March 2002. Questions raised at that time are also addressed in this study.

1.2 Contractual Agreements between USAID, USN and the Development Action Group (DAG)

▪ Grant Agreement between USAID and USN:

In September 2000, the Urban Sector Network entered into a contract with USAID with the following purpose:

This Grant to the Urban Sector Network is intended to enable the organization to increase the focus and impact of its work on community-based approaches to housing. Under its Habitable Environment Programme, USN will conduct and participate in activities that contribute to the creation of an enabling environment for sustainable development initiatives (which) are implemented through an improved policy and institutional environment. USN will improve and/or increase opportunities of access to information by producing and disseminating such information, as it is gathered from its hostel development project. The target audience for this information will be local and national government, the private sector and communities from historically disadvantaged populations. USN hopes its efforts will lead to an increase in the implementation of community-based approaches to housing, including social housing, of which hostels form a part.

The Grant will support research into hostels and the gathering and dissemination of information on their re-development. This activity will contribute directly to the SO6 strategy, specifically to its Intermediate Result (IR) 6.1: 'Improved Policy Environment for Facilitating Access to Shelter and Urban Services'. USN will conduct research on existing policy on social housing (and) how this relates to hostels. Research papers will be produced from this exercise and submissions made to the Department of Housing, for consideration.

Information gathered and lessons learnt will also be shared with all interest (sic) parties, including national government, the private sector and target communities.

(Source: Program Description, Attachment 2, Grant Agreement 674-G-00-00-00059-00)

The contract period was 30 August 2000 to 30 August 2002. This was later extended by one year - although the project was completed early in April 2003. The total amount made available by USAID for the project is \$140 000 at an exchange rate of R6 = \$1.

▪ **Memorandum of Understanding between USN and DAG:**

The obligations and responsibilities of the two parties, set out in an undated memorandum of agreement, were identified as follows:

a. Project Co-ordination

The USN National Office is responsible for the overall management and co-ordination of the project. DAG will be responsible for conducting, and directly managing most of the research, materials development and training. DAG will be involved in an advisory capacity in assisting the City of Cape Town in the redevelopment of some of its hostels.

b. Research

The USN National Office will undertake research into national needs and hostels research. DAG will conduct research into tenure options, Management models, design options and delivery models. DAG will distribute draft reports to USN National Office for comment before finalising them for publication.

c. Policy Development

Seminars and workshops for decision-makers and practitioners are to be held. DAG is to organise and run a National Hostels Workshop (4th April 2001). USN National Office to organise and run the following workshops: Gauteng Regional Workshop, KwaZulu-Natal Regional Workshop, Eastern Cape Regional Workshop, Western Cape Regional Workshop and the National Hostels Workshop (July 2002).

d. Information Dissemination

This involves the development and implementation of training for hostel residents in hostel redevelopment projects and the production and dissemination of documents relating to the management and redevelopment of hostels. To this end, DAG will develop materials for training and will undertake training for hostel residents. USN National Office will be responsible for the reproduction and dissemination of a training manual produced by DAG. DAG will prepare reports on the USN National Office Hostel Workshop April 2001, and on tenure options, management models, design options and delivery models for hostel redevelopment. In addition, USN National Office will produce a report on hostel

policy proposals. All these reports will be published and disseminated by USN National Office.

e. Pilot Projects

DAG to play a design/project management role in the City of Cape Town's Bokomo and Martin & East hostels redevelopment projects and will also be involved in the Everite hostel redevelopment project.

The total amount to be made available to DAG from USN National Office was \$90 400. Exchange rate fluctuations were to be settled at the end of the project.

(Source: Memorandum of Understanding)

1.3 Terms of Reference

In terms of the contract dated March 2004, the contractor is required to:

- *Gauge the extent to which the project has delivered as initially envisaged in the project agreement with USAID, taking into consideration changing circumstances during project implementation.*
- *Provide a desktop assessment of hostel redevelopment work undertaken to date and consolidate the information obtained into a strong set of recommendations for consideration by the national Department of Housing in the reworking of their hostels policy. This objective is in line with the USN's objective of placing hostels redevelopment firmly on the agenda of the emerging second-generation housing programme. (Note: this is to be done with respect to the outputs of the USN's Hostels Redevelopment Project)*

More specifically, the contractor must:

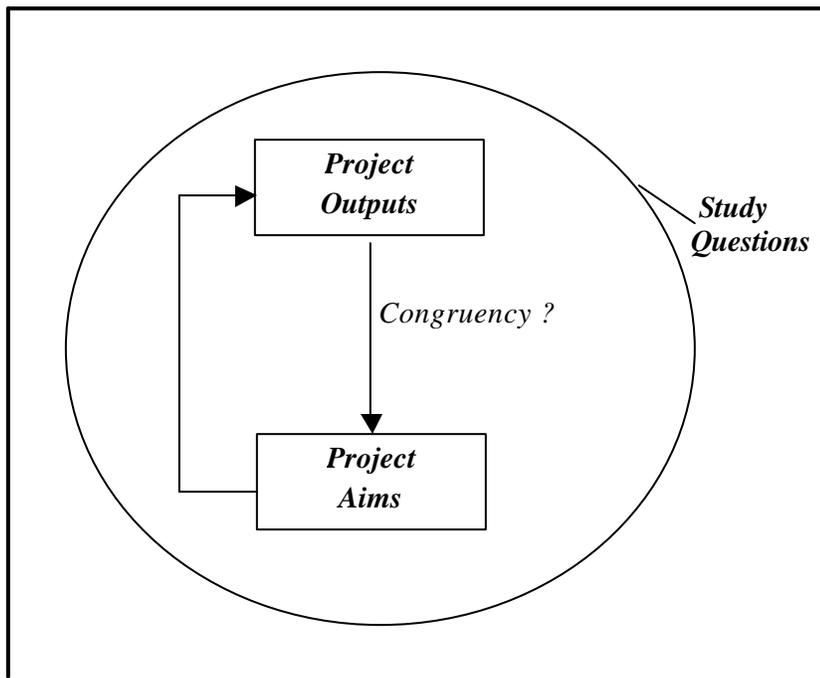
- Prepare a preliminary workplan
- Review background literature
- Undertake interviews
- Prepare a Preliminary Draft Evaluation Report
- Prepare a presentation of the evaluation's key findings and recommendations to USN, USAID, MTI and other interested stakeholders at a meeting held for this purpose in Gauteng
- Prepare a Final Draft Evaluation Report

This preliminary draft evaluation report addresses the fourth requirement listed above.

1.4 Methodology Employed

The general approach adopted in carrying out this study was to identify the major aims agreed to between USAID and USN and then to determine the extent to which the outputs or deliverables contributed to the achievement of these aims using the set of study questions listed in 1.6 below. The evaluative approach adopted is portrayed in Diagram 1 below:

DIAGRAM 1: Evaluative Framework



The study team is as follows:

Bruce Boaden Team leader
Karen Le Jeune
Winston Shakantu

Fieldworkers: Stanley Kwatshana, Elize Tully, Edward Mkhonto

Information for this report was obtained from the following sources:

- Documentation generated by the project was obtained from USN, DAG and other sources
- Interviews were held with persons directly involved in the project from USN and DAG as well as those involved in housing policy in the public and private

sector. Interviews took place in Johannesburg, Pretoria, Durban and Cape Town. A list of those interviewed and the organisations they represent is presented at the end of the report.

Prior to the commencement of the work, a set of study questions were posed with the intention of providing the necessary focus which would be retained throughout the study. These questions are contained in the following section. These questions were modified and added to as the study proceeded and new perspectives were obtained. Four open-ended questionnaires – one for each category of respondent - were prepared using the study questions listed below as a guide. These questions were e-mailed to respondents prior to interviews taking place.

Three experienced, Xhosa-speaking fieldworkers were used to interview hostel residents in two of the three pilot projects in Cape Town.

Upon completion of the draft report, a meeting was held in Gauteng with USN, USAID and MTI to discuss the findings. The draft report was then finalised in the light of what was learnt at this meeting and subsequent written comments from DAG and USN personnel.

1.5 Limitations of the Study

- Due to the fact that this study was commissioned a year after the completion of the project, many of those interviewed could not recall the project in sufficient detail or were difficult to contact due to job changes. In addition, it was difficult to contact persons due to the Easter week-end, the elections and a number of holidays which occurred during the study period (April)
- This study is obviously confined to events that took place during the study period. Many of the potential benefits of the project are of a long term nature and thus cannot be assessed in an evaluation conducted a year after the end of the project.

1.6 Management of the Project

Discussions with persons from USAID, USN and DAG indicate that the management of the project and the interaction between the three parties was both efficient and effective. There were, however, problems that needed to be overcome relating to staff turnover – particularly at USAID which resulted in feedback on USN reports not always being provided. Initially there were capacity problems at USN which delayed the start of the project. Comprehensive progress reports were provided by USN to USAID on a regular basis.

While there were delays in payments from USAID to USN, this only occurred in the initial stages of the project. Funding of the project, in US dollars, was clearly affected by major exchange fluctuations with the Rand over the project period but, in the end, did not have a significant impact on project outcomes. The

duration of the project was extended from two to two-and-a half years, starting in August 2000 and finishing in April 2003.

1.7 Study Questions

The questions listed below formed the basis on which the study was conducted. This is not to suggest that each question was addressed individually but, rather, that these questions provided the evaluative context within which the study was conducted.

General:

- What aims and objectives were set for this project by USAID, USN and DAG?
- To what extent were these compatible between institutions ? Were they clearly stated and understood by all players ?
- How efficiently and extensively were the results of the project disseminated ?
- How was the mid-term evaluation received ? To what extent are some of those findings still applicable ?
- Are there any on-going implications or follow-ups to this project, i.e., what on-going benefits of this project continue to be realised ?

Policy:

- How and to what extent has this project actually had an impact on national policy ?
- To what extent do hostels in SA differ ? Is it sensible or useful to regard them as a generic type ?
- What is current national policy on hostels ?
- Why are hostels a problem/opportunity i.e., why have they been singled out for special treatment ?

Management:

- What management structure was employed from top to bottom ?
- Who were the major players in this structure and how well did they perform their tasks ?
- To what extent was the necessary capacity available amongst the major players ?
- What strategies were adopted ?

- Was management of the project efficient and effective ?
- What communication methods were used and how well did they work ?
- Were there any 'personality' problems that impacted negatively upon the project?
- Were there any major discontinuities in the management process due to personnel being changed ?
- How motivated were all participants in the project ?
- How was the work apportioned between USN and DAG; were there any problems with this ?
- To what extent did the project embrace the notion of a 'community-based approach to housing' as envisaged in the original agreement between USN and USAID ?

Technical:

- What process was adopted in the planning and implementation of the three CT pilot projects ?
- What delivery process was employed for the three CT pilot projects ?
- How much did the three CT pilot projects contribute to the project ?
- To what extent were they regarded as representative of hostels throughout the country ?
- To what extent were these three projects regarded as being successful by the residents concerned ?
- Apart from the provision of housing, what other benefits accrued to the user community as a result of this project ?

Financial:

- How were the financial resources employed in this project managed and was this efficiently done ?
- To what extent was 'value for money' obtained from the point of view of USAID, i.e., could this money have been better spent on another project ?
- What impact did rand fluctuations have on the financing of the project ?

2. AIMS AND OBJECTIVES OF PROJECT

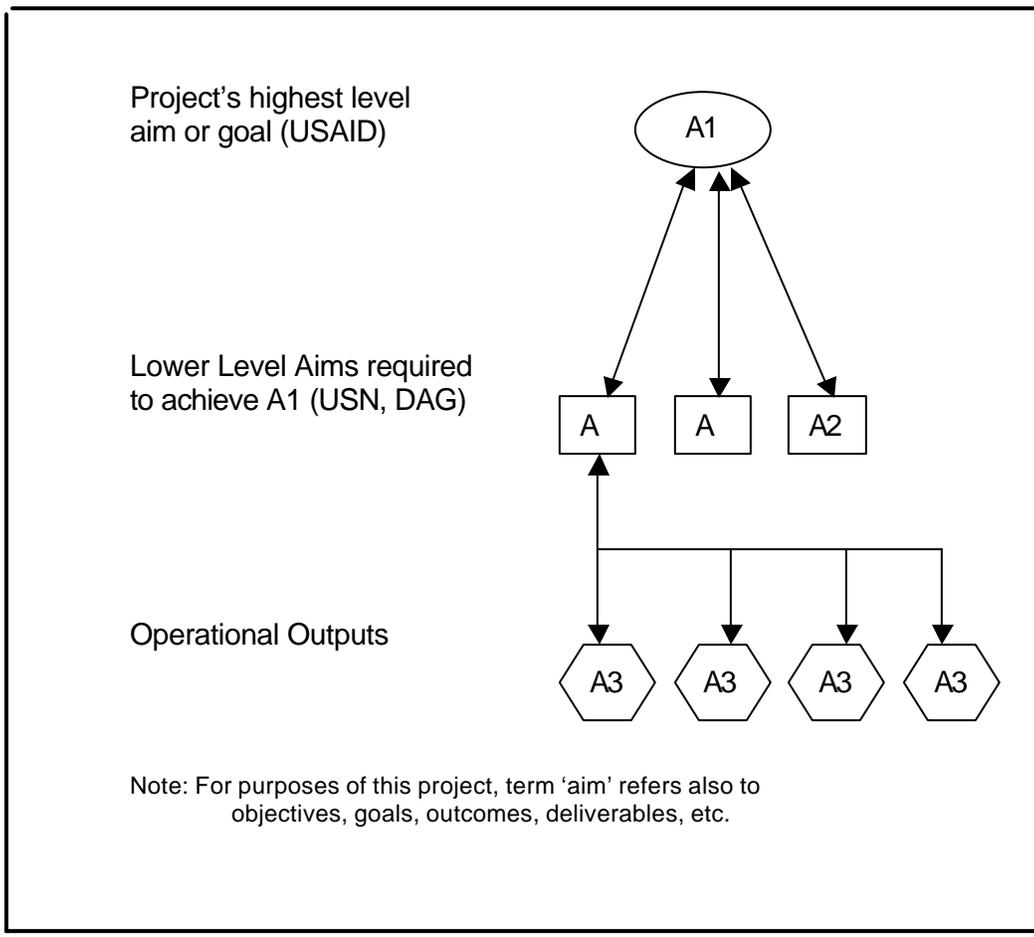
2.1 A Hierarchy of Aims

The purpose of this section is to set out clearly the aims and objectives of the Hostels Redevelopment Project. It is intended that these aims and objectives will then provide the focus against which the project will be evaluated. For purposes of this evaluation, it is important to differentiate between what is meant by terminology such as goals, vision, mission statement, aims, objectives, outputs, deliverables and outcomes. It is the view of the researchers that all are the same thing but applied at different levels of detail. This is depicted in Diagram 1 below where the higher order aims, in this case those set by USAID, embrace lower order aims which, in turn, are achieved through the carrying out of tasks which may be regarded as outcomes (products or deliverables). One may view this relationship by posing the question: what needs to be done or achieved in order to attain the next higher level of aims. The word 'aim' is used in this report to include all terms such as vision, mission statement, goal, objective, key result, etc.

Ideally this evaluation should be conducted within the context of USAID aims. These, however, are not clearly set out in the documentation. It is assumed that the aims contained in the grant agreement between USAID and USN are congruent with USAID's broader aims and that, therefore, these are not considered in this study. There are two key results specified by USAID, regarding impact on housing policy and information dissemination which are included in a number of aims.

In this section the aims of the project are identified. In the next section (3), USN and DAG activities which have been conducted in order to achieve these aims, are dealt with as outputs or deliverables. The extent to which these outputs contribute towards the achievement of these aims becomes the focus of Section 4.

DIAGRAM 2: A Hierarchy of Aims



2.2 Project Aims

The following are the principal aims identified by the researchers from USN's original agreement with USAID in September 2000. They are divided into high-order and operational aims.

High-Order (USN/DAG Level) Aims:

- A1. To enable USN to increase the focus and impact of its work on community-based approaches to housing.
- A2. The creation of an enabling environment for the sustainable development of Hostels
- A3. To contribute to an improved policy and institutional environment for the re-development of hostels

- A4. To produce improved and increased opportunities of access to information (including dissemination)
(Source: Attachment 2, Program Description, Grant Agreement 674-G-00-00-00059-00, 6 September 2000)

Operational Aims or Activities:

- A5. Effective and efficient project management and co-ordination by USN and DAG
- A6. Identify and conduct research for tenure options, management models, design options and delivery models for hostels
- A7. Identify needs and conduct national research in the hostel sector
- A8. Hold workshops to consolidate policy submissions and submit papers to the Department of Housing
- A9. Information outreach (dissemination) involving informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels.
- A10. Production of training material and implementation of training programmes
(Source: adapted from M.O.U.)

The project outputs as described in the next section, are assessed in the light of the above aims using the study questions set out in the introduction as the framework.

3. PROJECT OUTPUTS (DELIVERABLES)

In this section the outputs or deliverables of the project are identified and described. It should be noted that this project generated two types of output; the first, a physical product usually in the form of a written document and the second involving a non-documented process. In the next section each of these will be evaluated against the aims set out in the previous section. It is important to note that the outputs listed below inform one another and do not stand discretely. In broad terms, these outputs may be categorised as:

- Research and Publications
- Policy Development
- Information Dissemination
- Miscellaneous Outputs

The three pilot projects in Cape Town, Bokomo, Martin & East and Everite, are described and assessed separately in Section 5.

Much of the following material is taken from an undated USN performance report to USAID entitled *Urban Sector Network Programme Performance Report* which was drawn up after completion of the project.

3.1 Research and Publications

In terms of the M.O.U. between USN and DAG, the first area of research and publication (4.1.1) was to be carried out by USN whilst the remainder were the responsibility of DAG. The following outputs have been identified in this study:

3.1.1 National Needs and Hostels Research

- ◆ Output #1 (article):
The Redevelopment of Public Hostels: a National Overview, D. Papenfus, (2001) 24 pp.,USN

Unlike much of the other research and publications emanating from this project, this report deals only with public owned hostels and excludes privately owned and grey hostels. The reason given for this emphasis is that most municipalities are upgrading their hostels in accordance with the existing Public Sector Hostel redevelopment Programme (Chapter 10 of the Housing Code). The study deals with the following topics:

- Why the need to redevelop hostels ?
- Current National Hostel Support for Public Hostels
- Status quo nationally
- Case study

The report describes the situation as it currently exists. It is not an attempt to provide development options or to influence national hostel policy.

- ◆ Output #2 (report):

USN Position Paper for the Housing Summit: 19/20 November 2003, 15 pp., USN

This report, while not dealing specifically with the hostels issue, sets out USN's position on a broad range of housing issues including:

- Land/tenure, HIV/AIDS
- Capacity building
- Finance and Grants
- People's Housing Process
- Social Housing,
- Rapid Land Release
- In Situ-Upgrade/Informal Settlements
- Human Settlement Redevelopment Grant

Although not dealing specifically with hostels much of the content of this report has relevance to hostel issues

- ◆ Output #3 (glossy pamphlet):
Hostels Redevelopment: Where to from Here ? (Undated), 4 pp., USN

This document/pamphlet represents the USN's policy position. It deals with national policy regarding:

- Public Sector Hostels Redevelopment Programme
- Institutional Subsidy
- Lessons from the USN Hostels Redevelopment Programme
- USN recommendations for hostels redevelopment:
 - > Broadening the scope of the public sector redevelopment programme
 - > Norms and standards for hostels redevelopment
 - > Local authority management of hostels
 - > On-going support for co-operatives
 - > Dealing with urban problems in an integrated way
 - > Increased subsidy amounts
 - > Supporting sustainable livelihoods
 - > Capacity building of hostel residents

It does not, *per se*, deal with national needs although many of these may be inferred from the recommendations. It is expected that this publication would inform government policy at all levels.

3.1.2 Tenure Options and Management Models

- ◆ Output #4 (glossy, multi-coloured report):
Tenure Options and Management Models for Hostels Redevelopment (April 2003), 36 pp., DAG

This published (glossy) report contains a detailed account of the tenure question as applied to hostel redevelopment. A much more brief (3 pp.) account is given of management models despite appearing in the title. Its contents include sections on the background to hostels in South Africa, current conditions, tenure options,

management models and financial implications. It also contains photographs and a significant list of references which provide the reader with a broader source of information on this and related topics. It is very suitable as a reference document for those interested in hostels but, more importantly, it provides practical guidance for hostel residents wishing to upgrade their accommodation.

3.1.3 Design Options and Delivery Models

- ◆ Output #5 (glossy, multi-coloured report):
Design Options and Delivery Models for Hostel Redevelopment (April 2003), 37 pp., DAG

This report is printed in the same format as the previous report. It provides information on current hostels design and conditions, redevelopment options, design principles, funding and delivery options. Here again, there is limited exposure to delivery models as is suggested by the title. It contains good practical information which should prove to be useful to both designers and to hostel residents seeking ideas on improved accommodation.

3.2 Policy Development (Workshops)

While most of the activities of USN and DAG have contributed to policy development in some way, the principle vehicle used by USN for developing a position on policy was through regional and national workshops. These workshops, which were held sequentially over a relatively short period of time, were able to build on one another as new perspectives evolved from each workshop. However, in the absence of a document summarising the findings of the workshops, it is not possible to establish what new perspectives were generated by this activity. Discussions with USN participants, however, indicated that the workshops provided a wealth of information and added considerably to USN's expertise. The material below (italicised) is taken directly from a USN progress report.

The USN National Office organised three regional workshops in Gauteng, KwaZulu Natal and Cape Town in October 2002. These workshops were attended by a total of 60 participants from the private sector, government, other non-government organisations and officials from the USN. In all the workshops there were key speakers, municipalities, government, trade unions and private and independent organisations. The USN was scheduled to hold another regional workshop in the Free State early in 2003. However this workshop was included as part of the national workshop held on 24 April 2003 in Johannesburg. The national workshop was well attended (40 people) with representatives from different provinces, municipalities, other non-governmental organisations, 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.

In all of these workshops the following key issues were highlighted:

- *Affordability of the redeveloped hostels is of great concern;*

- *The challenge of integrating hostels into existing communities and neighbourhoods remains;*
- *There is a lack of proper administrative systems and management procedures for redeveloped hostels;*
- *There is a lack of capacity among the local authorities to take over the transferred stock; and*
- *It is very important that there is social facilitation in hostels redevelopment.*

(Source: *Urban Sector Network Programme Performance Report USN, 2003, 9 pp.*)

During the national workshop, the USN presented its position regarding hostels redevelopment and made a number of policy recommendations which are reported on below.

Prior to these workshops, DAG organised a National Hostels Workshop held on 4 April 2001 in Cape Town. This workshop was attended by 56 persons representing all three levels of government, non-governmental organisations and the private sector. The proceedings of this workshop were published and distributed to interested parties. Case study material was presented by five speakers from different organisations. The following key issues were raised at this workshop:

- Integration of hostels with surrounding community
- Tenure options
- Displacement of existing residents
- Sustainable management
- Project funding
- Local economic development including job creation
- HIV/AIDs issues

(Source: adapted from: *Report of the National Hostels Workshop held on 4 April 2001 in Cape Town, DAG,45 pp.*)

It should be noted, that although three regional and one national workshop were held, no link between these workshops is reported, i.e., one workshop does not appear to be informed by earlier workshops. Some continuity was provided by Warren Smit who reported at all three regional workshops on DAG's experience in Cape Town with the three grey sector hostel redevelopments.

More specifically, the written outputs generated by each workshop, which are assessed in the next section, are labelled and summarised below:

- ◆ Output #6 (bound report): *Report of the National Hostels Workshop held on 4 April 2001 in Cape Town, DAG,45 pp.*

This document, which reports on a workshop organised by DAG together with the City of Cape Town, contains an overview of the proceedings followed by five case studies dealing with grey, public and private sector redevelopment projects in Durban, Cape Town and Johannesburg. The keynote address was given by the Deputy Director General of the National Department of Housing – Monty Narsoo.

The proceedings highlight the main points made by the Deputy Director in his address. This is followed by a summary of the case study presentations. Group discussions are reported on; these included the following topics: management options, financing options, working *in situ* with residents, capacity building and allocations, affordability, and displacement.

The five case study presentations, dealt with the following:

- Transforming the hostels in Cape Town – moving beyond the hostels subsidy programme (Sarah Thurman, City of Cape Town)
- The City of Cape Town public hostels redevelopment programme (Charles Croeser, City of Cape Town)
- Promoting sustainable hostel administration (Nonhlanhla Mthembu, Durban Unicity)
- The Kranskloof hostel upgrade (Geoff Nightingale, Durban Unicity)
- The Khotsong and Reahola projects (Chris Petersen and Johannes Maloka, National Union of Mineworkers)

A total of fifty-six people attended the workshop of which most were from Cape Town (75%) with the remainder from Durban and Gauteng. Delegates represented government, private-sector and NGO organisations.

Key issues raised in the workshop were:

- Need to integrate hostels with surrounding community
- Tenure: both ownership of family units and rental of bed spaces needs to be provided
- Displaced persons
- Sustainable management of hostels
- Project funding
- Local economic development including job creation
- Prevalence of HIV/AIDS in hostels

- ◆ Output #7 (proceedings): *Hostels Redevelopment Workshop – Durban, 24 Oct.2002*, DAG, 12 pp.

In these proceedings the contributions of five speakers to the workshop are summarised. A representative from the Durban's Department of Housing (Manie Nadoo) dealt with policy issues, problems encountered by the department what needs to be done if any meaningful hostel redevelopment is to take place. Another speaker from the Durban City Metro (Rogers Ndlovu) emphasised management and administration problems and procedures such as low payment levels, political violence, unemployment the presence of women and children. He also deals with hostels policy adopted by the city and with work in progress with respect to the S.J.Smith, Glebelands and Kwa-Mashu hostels. Another speaker

from Durban's Inner West Operational Entity (Geoff Nightingale) presented the Kranskloof Hostel Upgrade case study where he dealt with the funding, implementation and lessons learnt from the upgrade. The fourth speaker (Rodney Harber), a planning/architect consultant, provided insights regarding architectural and planning issues with respect to site planning, security, density, privacy, health, planning configuration, services, employment creation and funding. The final speaker (Warren Smit) presented material from DAG's experiences with three hostel redevelopments – Everite, Martin & East and Bokomo hostels. He also reported on research carried by DAG and the development of training material.

- ◆ Output #8 (proceedings): *USN Redevelopment Hostels Workshop Gauteng Region* (1 Oct. 2002), DAG, 10 pp.

The proceedings of this workshop contain a summary of five presentations together with questions and comments resulting from each presentation. The first of these, a paper by Rene Bekker of the National Department of Housing, provides a background to the hostel question followed by lessons learned from four pilot projects in Gauteng, Free State, KwaZulu-Natal and the Western Cape; these are:

- 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

The second presentation by Shimi Maimla (City of Johannesburg), deals initially with the approach of the City to housing as a whole. This is followed by a short discussion on hostels *per se*. Some question/comments and a response based on this presentation follow.

The next presentation by Geoff Wessels (Anglo Gold) only contains one short paragraph dealing with an overview. It is not clear why this presentation warrants such cursory treatment in these proceedings – possibly due to the absence of a prepared paper.

Mac Kebeni (National Union of Mineworkers) provided the next input to the workshop. The proceedings deal, very superficially, with case studies in Rustenburg, Delmas, Dannhauser and Newcastle.

The final input to the workshop from DAG's Warren Smit, reports on the three pilot projects, Everite, Martin & East and Bokomo. This is followed by a short question and comment session. The key issues reported on here, as well as the other two regional workshops, are:

- affordability and unemployment: a converted self-contained family unit will cost twenty times the current rent per bed
- 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 the displacement of residents is minimised
- 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
- on-going support for co-operatives set by residents to own and manage converted hostels
- gender relations: hostels are dominated by men; women who live in the hostels are 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

This presentation is followed by a few brief comments. The workshop proceedings end with some closing remarks. A total of sixteen people attended the workshop, the majority of whom were from Gauteng. They represented the hostel dwellers, NGOs, municipalities and the private sector.

- ◆ Output #9 (proceedings) *Hostels Redevelopment Workshop held in Cape Town: 15th October 2002, DAG, 13 pp.*

The last of the three regional workshops, held in Cape Town, involved four formal presentations. The first of these, by Astrid Wicht, a private consultant, involves a grey sector hostel redevelopment in Nyanga. In her presentation the objectives of the project are given followed by a description of the redevelopment process to be employed. Current conditions are described and key issues discussed. Questions and comments followed.

The next presentation by Charles Croeser, from the City of Cape Town, deals very briefly with the history of hostels, the National Housing Code, hostels policy in Cape Town and the question of sustaining redevelopment and housing provision. This followed by some questions and comments and a few conclusions.

Michael Kosile, a hostel resident and Local Negotiating Group member, reported on his perception of the problem and provided the following lessons learnt:

- Guard against various forms of opportunism in projects

- Avoid piecemeal delivery – redevelopment must be a holistic process of building social capital
- Establish fair and transparent allocation processes
- Continue education on rights and responsibilities of beneficiaries
- Work towards similar goals – improving living conditions

This was followed by a short question and answer session.

The final presentation was from Warren Smit on DAG's three pilot projects. This appears to have been the same presentation as that given at the other two regional workshops.

A total of nineteen people attended the workshop – all from the Western Cape and representing mainly the City of Cape Town and DAG but including provincial government..

- ◆ Output #10 (proceedings): *National Urban Sector Network Redevelopment Workshop, 24 April 2003, Johannesburg, DAG, 4pp.*

This workshop was held upon the completion of the USN project in April 2003. The proceedings started off with a briefing from a representative of the National Department of Housing regarding progress on the revamping of national hostel policy. The timeframe for this was not made clear.

A presentation was then given by Warren Smit from DAG on the two research reports concerning tenure options, management models, design options and delivery models (see Outputs #4 and #5). Shamil Manie from DAG provided input on the training material, including the video (see Output #13)

The proceedings list a number of outstanding issues, questions and comments that presumably emanated from the discussions. In the proceedings document there is no elaboration on these points. This is followed by a short description of the situation prevailing in the Free State and Durban.

The proceedings end with the following broad recommendations - reported *verbatim*:

- *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*

A total of thirty-seven persons attended the workshop representing mainly municipalities, hostel dwellers and NGOs from all over the country. National and provincial government were, apart from four delegates, poorly represented.

3.3 Information Dissemination (Outreach)

While much of this output was carried out through workshops and the distribution of research documentation described earlier, this section will deal specifically with the training aspect of information dissemination.

DAG has produced a set of training materials to facilitate information dissemination and learning. These training materials (described below) address a serious gap, as there are no other training materials specifically aimed at capacitating hostel residents for meaningful involvement in the hostels redevelopment process. The training materials build on the practical involvement of the DAG hostels team in the pilot projects, where all the issues covered in the course had to be dealt with in practice.

DAG has also developed a training course for hostels residents participating in hostels redevelopment projects. Unfortunately, there were no hostels in Cape Town at a suitable stage of the development process to be able to pilot the draft training course in a meaningful way.

(Source: Urban Sector Network Programme Performance Report USN, 2003, 9 pp.)

The two training reports are described briefly below:

- ◆ Output #11 (published report):
Kick Starting Hostel Redevelopment: A Training Manual for Facilitators (2003), 146 pp., USN & DAG

This substantial document contains the following sections:

- Overview of Hostels Redevelopment Process
- Livelihood Needs and Strategies of Hostel Residents
- Design Options
- Tenure Options
- Financing Options
- Communication, Democracy, Leadership
- Consolidation

Each of the above themes is dealt with in terms of objectives, information and outcomes. Each theme is broken down into sections for which a goal is set and the amount of time to be spent on the section prescribed. The contents of this training manual are communicated by means of a separate workshop dealing with each theme. The manual provides specific instructions to the facilitator on how to conduct the workshops and, in this way, represents a training document for facilitators as well as for hostel residents.

- ◆ Output #12 (published booklet):
Kick Starting Hostel Redevelopment: Residents' Booklet. (2003), 48 pp., USN & DAG

This booklet is aimed at the hostel residents who have attended the training programme. It provides information that residents can take away with them to use as a reminder of what has been learnt in the training programme and to use in the possible redevelopment of their own hostels. More specifically, it deals with the following:

- A précis of the Workshops
- Government Housing Policy
- History of Hostels Redevelopment
- How Living Conditions can be Improved
- Advantages and Disadvantages of Renting from the Municipality
- Subsidies for Individual Ownership
- Advantages and Disadvantages of Individual Ownership
- Questions and Answers on Housing Cooperatives
- Questions and Answers on Costs of a Cooperative
- Advantages and Disadvantages of Cooperatives
- Subsidies Available for Hostel Redevelopment
- Rules for Getting Housing Subsidies for Individuals and Institutions
- Savings: Importance, Group and Individual, Secrets
- Individual Rights
- Types of Democracy
- Ways of Reaching Agreement
- 7 Steps for Reaching Decisions by Consensus

- ◆ Output #13 (Video): *Hostel Stories: Hostel Redevelopment in Cape Town*, DAG, 20 mins.

This award-winning training video, while aimed at hostel dwellers who might wish to improve their own living conditions, may also be used as case study material to raise the level of awareness of other persons involved in the hostel redevelopment process. People are interviewed in three completed redevelopment projects in Langa, Gugulethu and Nyange – all in Cape Town. The language used is Xhosa with English sub-titles.

The video portrays the living conditions very well and portrays a very positive message to hostel dwellers wishing to upgrade their own conditions. It deals also with job creation in the construction process as well as on-going entrepreneurial opportunities. Those interviewed emphasise the need for patience for those who might want to initiate a redevelopment project.

3.4 Miscellaneous Outputs

The two outputs identified here are the result of the process rather than any physical output or product. They do, nevertheless, result from the execution of the project and need to be recognised.

- ◆ Output #14: *Bringing Hostel Issue into Focus*

The initiation and the promulgation of the USN hostel redevelopment project has brought the hostel issue and the plight of hostel dwellers to the attention of a greater number of people - other than those directly involved with the project. It

has brought into focus the hostel question at a time when very little seem to be happening around this issue possibly due to its complexity and lack of funding.

◆ Output #15: *Empowerment of USN and DAG Personnel*

This project has created a lot of management and development skills amongst those who have worked on the project which has resulted in both DAG and USN now being regarded as 'experts' in this area. This will have an on-going impact on the hostel question provided that these skills are recognised and utilised.

4. EVALUATION OF PROJECT OUTPUTS (DELIVERABLES)

In this section each of the project outputs, described in the previous section, is assessed in terms of the degree to which the output is consistent or congruent with the project aims stated earlier. The study questions listed in the Introduction are used to guide the analysis. This evaluation is carried out below under the following headings:

- Research and Publications
- Policy Development (Workshops)
- Information Dissemination (outreach)

The Miscellaneous Outputs described in the previous section are not evaluated here since these are unintended benefits that warrant no further discussion.

Those aims which are deemed to be relevant to each of these output are listed at the beginning of each section.

An assessment of the three pilot projects in Cape Town is contained separately in Section 5.

4.1 Research and Publications

a. Relevant Aims:

- A1. To enable USN to increase the focus and impact of its work on community-based approaches to housing.
- A2. The creation of an enabling environment for the sustainable development of Hostels
- A3. To contribute to an improved policy and institutional environment for the re-development of hostels
- A6. Identify and conduct research for tenure options, management models, design options and delivery models for hostels
- A7. Identify needs and conduct national research in the hostel sector
- A9. Information outreach (dissemination) involving informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels.

b. Assessment of Outputs:

National Needs and Hostels Research:

- ◆ Output #1 (article): *The Redevelopment of Public Hostels: a National Overview*, D. Papenfus, (2001),24pp.,USN

Although intended as an overview of public hostels in the country, the study lacks any meaningful analysis which limits its usefulness with respect to policy formulation. It is the view of the writers that too large a proportion of the document (50%) is devoted to reproducing the requirements of the National Housing Code with respect to hostels (50%). Apart from the case study, the statistics provided are very limited in scope possibly due to the non-availability of such statistics.

The case study, while interesting, serves only to describe the process undergone rather than also identifying the lessons that might have been learnt from this particular situation which could be applied elsewhere. The case study is not integrated with the remainder of the study in any identifiable way.

- ◆ Output #2 (report): *USN Position Paper for the Housing Summit: 19/20 November 2003*,15 pp.,USN

This paper, while not dealing specifically with the hostel question, does provide a considerable amount of information important to both the formulation of hostels policy and the implementation of redevelopment projects in South Africa. The fact that this paper was presented at a housing summit ensured that it received maximum exposure amongst housing practitioners.

- ◆ Output #3 (glossy pamphlet): *Hostels Redevelopment: Where to from Here ?*, 4 pp., USN

Although of limited length, this is a very useful means of summarising the USN's recommendations regarding hostel redevelopment. It is in a format which provides the reader with quick access to essential information. This document, with its high impact format of presentation, was widely distributed to interested parties throughout the country and clearly has had an important role in publicising USN's position regarding hostel redevelopment. In addition, it provides the reader with linkages to other USN outputs such as #4 and #5.

Tenure Options and Management Models:

- ◆ Output #4 (glossy, multi-coloured report): *Tenure Options and Management Models for Hostels Redevelopment* (April 2003), 36 pp., DAG

This significant publication is congruent with a number of the aims listed above. It provides both housing practitioners and hostel dwellers with a practical, easy to read, guide to the different options that are available. The section on management models is disappointing in that it provides limited detail and perhaps should have been expanded upon – particularly since this aspect is contained in the title and is a crucial aspect of hostel redevelopment.

Design Options and Delivery Models:

- ◆ Output #5 (glossy, multi-coloured report): *Design Options and Delivery Models for Hostel Redevelopment* (April 2003), 37 pp., DAG

As in the case of Output 4, this report is a significant contributor to a number of the aims listed above. It is particularly well presented with the design options and financial implications clearly set out. It does, however, rely too much on experience in Cape Town's hostels and perhaps is not always applicable to hostel redevelopment situations elsewhere in the country. The section on delivery options is disappointingly brief.

c. General Comments:

- ? While the five documents assessed above are useful sources of information for practitioners, policy-makers and hostel residents, the question arises as to whether or not this is a sufficient contribution as regards the desired output. One might have expected that more published material might have been generated from the desired output 'National Needs and Hostels Research'. The project does not appear to have generated any research document which clearly illustrates 'national needs'. The publications discussed here, while useful in themselves, do not, in the view of the writers, constitute sufficient activity in this area. .
- ? Regarding the extent to which the above outputs contributed towards the stated aims, the research and publications produced through this project have in some way had an impact on each of these aims. Some concern, however, is expressed here with respect to the extent of this impact on aims A6 and A7.
- ? The degree to which these aims are achieved through these outputs will depend very much on the extent to which this information is distributed throughout the country. It would appear that this process has, to date, been good with all available copies being distributed.
- ? It was of some concern to find that most practitioners interviewed were unfamiliar with this documentation. It is possible that government officials, in particular, are inundated with printed material to the extent that the content and source of this material is forgotten. It must be noted, however, that relatively few persons were interviewed and that a larger sample would have yielded different results.

4.2 Policy Development (Workshops)

It must be borne in mind that the national and regional workshops that are being evaluated below are done so on the basis of written proceedings which are in the hands of the writers, i.e., only the written report is assessed – not the workshops as such. To a limited degree, some feedback on these workshops has been provided through personal interviews of those who attended the workshops. It is therefore possible that these proceedings do not accurately or adequately reflect

what actually happened and that therefore the assessment is misinformed. However, it is clear from discussions with USN and DAG that these workshops provided major input to their understanding and interpretation of hostel issues.

a. Relevant Aims:

- A2. The creation of an enabling environment for the sustainable development of Hostels
- A3. To contribute to an improved policy and institutional environment for the re-development of hostels
- A4. To produce improved and increased opportunities of access to information (including dissemination)
- A7. Identify needs and conduct national research in the hostel sector
- A8. Hold workshops to consolidate policy submissions and submit papers to the Department of Housing
- A9. Information outreach (dissemination) involving informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels.

b. Assessment of Outputs:

- ◆ Output #6 (bound report): *Report of the National Hostels Workshop held on 4 April 2001 in Cape Town, DAG, 45 pp.*

This national workshop, which occurred immediately after the start of the USN hostel redevelopment project, provided a broad perspective of the hostel question by including five case studies of different hostel situations. Each of the five speakers provided meaningful information on the subject which contributed considerably to the success of the workshop and probably was most informative to USN and DAG delegates who were directly involved with the project.

What is not clear from the report is whether or not there was any discussion resulting from the five presentations; if there was, it was not reported upon. This omission detracts considerably from the usefulness of the document and means that many of the benefits of the workshop are lost to people working in this field. However, the conclusions provided reflect some of the discussion that must have taken place.

The attendance of the workshop was good with delegates coming from a wide range of backgrounds. The proportion of people from Cape Town (75%), however, was too high given the geographical spread of the problem.

- ◆ Output #7 (proceedings): *Hostels Redevelopment Workshop – Durban, 24 Oct.2002, DAG, 12 pp.*

Unlike the previous output, these proceedings of the regional workshop in Durban are not well presented and are likely to be of limited use to practitioners. It will not serve as a good reference document. Apart from the formal presentations, there is no indication of the workshop having generated any meaningful discussion.

- ◆ Output #8(proceedings): *USN Redevelopment Hostels Workshop Gauteng Region* (1 Oct. 2002),DAG,10 pp.

The proceedings of this regional workshop, although not sufficiently comprehensive, are more informative than the previous output (#7). Discussions that took place after each presentation is reported upon. The number of persons attending the workshop (16) was limited.

- ◆ Output #9 (proceedings) *Hostels Redevelopment Workshop held in Cape Town: 15th October 2002*,DAG,13 pp.

This regional workshop also only presents a summarised version of the presentations and is therefore of limited use. Questions and comments resulting from the presentations are reported upon briefly. The number of delegates (19) is disappointing

- ◆ Output #10 (proceedings): *National Urban Sector Network Redevelopment Workshop*, 24 April 2003,Johannesburg, DAG, 4pp.

As the final (culminating) workshop of the USN project, the results are reported in a very cursory manner. The document lists a number of questions and comments generated by the proceedings but these are all presented as one-liners without any elaboration.

c. General Comments:

While the five workshops conducted in this category, Policy Development, clearly made a major contribution to USN DAG's understanding of hostel issues, the resulting written outputs or proceedings might have provided an additional output if carried out more comprehensively. Apart from Output #6, it seems as if the proceedings of most of these workshops were based on minutes that were taken rather than on printed papers that were delivered at the workshop in question. It is possible that speakers did not make papers available and therefore minutes had to be relied upon. This is despite efforts being made by USN and DAG to obtain written papers from speakers prior to each workshop.

It is felt that notwithstanding the important role of the workshops in informing opinion the usefulness of them is diminished as a result of the limited reporting of the contents. This is particularly true of the final workshop where one would have expected the findings and recommendations from all the other workshops to be fully reported upon thus producing a reference document that would have continued to inform practitioners, hostel dwellers, students and other parties in their endeavours to understand and to resolve an unacceptable living situation. A further national workshop should perhaps have been organised as a national

conference on the hostel issue, with this USN project providing a major input and the proceedings appearing as a significant publication.

It should be noted, however, that the proceedings of these workshops were never required to be an output in terms of the M.O.U. or the Grant Agreement. The point being raised here is simply that perhaps a comprehensive set of proceedings should have been a requirement in terms of these agreements.

While the attendance at the two national workshops was reasonable (56 + 37), the regional workshops had a disappointing turnout thus minimising the contribution that the workshops made at the regional level with respect to information dissemination (A9): representation of the different stakeholders, however, was good. The reasons for this low turnout are not clear since the major players in this field were invited in each case.. The opportunity for these workshops to make a major contribution to the policy debate was thus lost. While the workshops did contribute to the six aims listed at the beginning of this section, it is felt that this contribution was limited. The workshops provided an opportunity, under the research category, to produce an important state-of-the-art record of the hostels issue.

4.3 Information Dissemination (Outreach)

This section concentrates on the training aspect of the USN project.

a. Relevant Aims:

- A1. To enable USN to increase the focus and impact of its work on community-based approaches to housing.
- A2. The creation of an enabling environment for the sustainable development of Hostels
- A4. To produce improved and increased opportunities of access to information (including dissemination)
- A9. Information outreach (dissemination) involving informing government, the private sector and communities in general about opportunities which can be created through the redevelopment of hostels.
- A10. Production of training material and implementation of training programmes

b. Assessment of Outputs:

- ◆ Output #11 (published report): *Kick Starting Hostel Redevelopment: A Training Manual for Facilitators.*(2003), 146 pp., USN & DAG

This document, described in Section 3, must be regarded as one of the more important outputs of the project. It is an excellently presented, easy to read manual that provides facilitators with a comprehensive view of the hostel situation and together with excellent didactic detail.

The only criticism one can aim at this document is that perhaps it is too prescriptive, leaving perhaps too little opportunity for the facilitator to express his/her knowledge, imagination or skills in this area. However, this is possibly necessary since the manual is aimed at facilitators of different levels of competency.

In addition, the learning process with respect to the facilitator and the hostel dwellers attending the training programme appears to be a little too one-directional or top-down. The possible contribution of the trainees to the learning process seems to be underplayed.

- ◆ Output #12 (published booklet): *Kick Starting Hostel Redevelopment: Residents' Booklet*.(2003), 48 pp., USN & DAG

This booklet is also a high quality output of the project for which authors must be congratulated. It provides an essential link between the formal training sessions and the on-going living experiences of the hostel dwellers who attended the training workshops. It is extremely comprehensive, raising questions about every conceivable problem facing hostel dwellers. It deals with complicated matters sensitively and simply. Since it is written only in English, it needs to be translated in order to reach a wider audience.

- ◆ Output #13 (video): *Hostel Stories: Hostel Redevelopment in Cape Town*, DAG, 20 mins.

This well-produced training video provides an excellent addendum to the training material discussed above. In addition, it is an effective means of portraying life in a redeveloped hostel environment. Although restricted to only three projects in Cape Town and, therefore, with limited applicability across the country, the video does provide a message of hope for hostel dwellers faced with unacceptable living conditions. It is produced in such a way as to limit local specificity and to be an important source of information for both hostel dwellers and others interested in the hostel question.

The video does, however, have some shortcomings:

- A short introduction is required to give the viewer a better understanding of the context
- It tends to overemphasise the positive while not confronting some of the many problems residents face in undertaking a redevelopment project - it all looks too easy
- The language medium (Xhosa and English) limits its usefulness although this can be easily resolved by providing sub-titles in other languages.

c. General Comments:

The training material developed by DAG and portrayed in the above three outputs, is of the highest quality and should receive much greater exposure than has occurred to date. While a great deal of enthusiasm has been shown by government and other organisations to run in-house training courses using this material, no training programmes have been initiated to date. It would seem necessary for DAG and other USN affiliates to seek the necessary funding and to run training courses themselves based on this material rather than waiting for outside bodies to take the initiative.

5. DESCRIPTION AND ASSESSMENT OF DAG'S ROLE IN THREE PILOT PROJECTS IN CAPE TOWN

5.1 Introduction

The purpose of this section is to provide a description and assessment of the three hostel redevelopment pilot projects with special reference to the process of hostel redevelopment itself, the pilot projects, the outputs of DAG, the management process and satisfaction of hostel dwellers with the new living environment.

It needs to be noted that although this section deals with the broader aspects of the three pilot projects, DAG's participation in this process was limited to an advisory role which was intended to provide DAG with a practical basis for developing its training, research and policy development work. This involvement was to take place in collaboration with the City of Cape Town and Rooftops. USAID funding was provided with the understanding that DAG would play an advisory role – this is made clear in the M.O.U. between USN and DAG. It is thus not justifiable to evaluate the outcomes of these pilot projects as outcomes of the USN project except to the degree to which DAG's participation contributed to its knowledge and understanding of broader hostel issues. This section must therefore be read with this limited participation of DAG in mind.

The evaluation addresses the following:

- Pilot project description
- Assessment of the results of the pilot project
- Assessment of the outputs of DAG emanating from the pilot project
- Assessment of the management process

5.2 Methodology

The principal source of information was personal interviews of those involved in the planning process, hostel residents and hostel committee members. Hostel residents and committee members were interviewed in Xhosa by three experienced fieldworkers (see questionnaires in appendix). The following were interviewed:

- DAG officials
- Everite Hostel Dwellers and Hostel Dwellers Committee Members
- Bokomo Hostel Dwellers and Hostel Dwellers Committee Members

The grey sector hostel redevelopment programme pilot project involved a survey of and subsequent redevelopment and proposed redevelopment of two grey sector hostels – Bokomo in Nyanga and Martin & East in Guguletu and one private hostel called Everite in Brakenfell. Interviews with Martin and East residents are not reported on here due to an error arising in the fieldwork survey

which resulted in the wrong residents being interviewed. These are described below:

- Bokomo Hostel, Nyanga, Cape Town

This project involved conversion of six blocks accommodating 24 families each occupying one or two rooms with shared facilities into 24 self-contained 2 room family units. This necessitated adding on 12 ablution blocks and blocking up doorways to create two room self contained family units.

- Martin & East Hostel, Guguletu, Cape Town

The Martin & East proposed hostel redevelopment project involves the conversion of and extension of a hostel complex 14 single rooms, 2 shared kitchens/dining areas and a shared ablution block into 16 self contained family units with a further 8 self contained units to be built.

- Everite, Brakenfell, Cape Town

Everite is a private hostel consisting of 18 blocks, consisting of 2 rooms per block thereby providing accommodation of 36 rooms. One ablution block facility with 12 toilets and 12 showers and four catering blocks which house the kitchen facilities, serve the needs of the hostel dwellers.

No consensus has yet been achieved on the proposed redevelopment of the hostel complex.

5.3 Pilot Project Aims

According to the National Hostels Workshop Report (DAG, 2001; page 18), the aims of the three Grey Sector pilot projects were to:

- Seek resources for hostel redevelopment
- Encourage residents to take ownership and management of their hostels
- Provide support to residents once they have taken ownership of their hostel
- To improve the administration of hostels that are the de facto responsibility of the council with a view to improving the conditions of and transferring ownership to residents

These aims are complimentary to the to those adopted in 1995 and laid out in the Hostels Redevelopment Programme policy for upgrading public sector hostels (Source: National Hostels Workshop Report – DAG 2001, p. 4)

5.4 History of Three Pilot Projects

- Bokomo Hostel

The Bokomo hostel was “a bit of a nightmare” project from DAG’s perspective, as they were not in control. DAG was requested by the City Council to prepare design options for the redevelopment of the hostel. Their involvement basically ended there. No government housing subsidies were accessed, with only the City Council and the Bokomo company contributing funds.

The “fun and games” started when each party insisted on project managing the way in which their money was spent, with no interaction with the other parties involved. The City Council adopted a minimum engagement policy - when the money “ran out” the parties “abandoned” the project. Bokomo adopted the same strategy by using an “in-house” contractor and no control was kept over quality and certification of payment for work done. DAG alleges that the contractor was paid for work that was not done at all. The residents themselves compounded the problem by engaging with their employer, the Bokomo company, and the contractor directly on issues with DAG not being informed of these interactions.

DAG intervened at the end of the project by showing the directorate of the Bokomo company photographic evidence of the uncompleted works (water and sewage especially) and its impact on the residents’ lives. The directors were sufficiently appalled by conditions to promise instant rectification of problems, but to date DAG is unaware that anything has happened.

The residents took out loans from Kuyasa, a DAG sister organisation specialising in micro-financing; to finance the upgrade of the hostel and construction of additional structures to house displaced residents. The residents had opted for the freehold option, but the City Council has yet to complete the legalities to subdivide the units. DAG’s opinion is that the City Council is “dragging” its feet on this matter because Bokomo is seen as a non-priority case, since, in the Council’s view, the residents have “luxury” accommodation compared to the pressing needs of others in informal settlements and because the City Council believes that Bokomo has wasted space – there could be a more intensive utilisation of the property.

- Martin & East Hostel

DAG undertook extensive workshops to understand what the needs of the residents were in terms of tenure and design. The residents were introduced to other groups who had undergone the redevelopment of their hostels and exposed to their tenure options. It was collectively decided that the best tenure option to suit Martin & East’s situation would be to establish a co-op or communal association, thereby qualifying for an institutional government housing subsidy to assist with the redevelopment costs. Extensive designs were undertaken wherein the units were de-densified and unit specific showers and toilets included, drawings were approved for construction and prices received from contractors for the redevelopment works.

The scheme, however, did not go ahead because the residents decided that the cost of R350/month, which was calculated by DAG to cover the rental of the accommodation from the co-op or communal association, the administration fees associated with a communal association, insurance costs, cost of services (water, electricity, rates, etc.) and top-up loan repayments, was too much for

them to afford, when at present some (not all) residents were paying the City Council R18/bed/month rental. Some residents were prepared to contribute their labour (sweat equity).

DAG stated that the City has announced their intention to increase the rental of hostels to eventually arrive at a market-related rate. This will mean that the City will need to engage in serious repair and maintenance of the hostels, which DAG doubt they will be able to sustain.

DAG indicated that it has been eighteen months since the residents halted the project and that they would be interested to see if there has been a change of heart among the residents, since DAG feels that the redevelopment project would be very worthwhile – particularly if the design could be shown to work.

If residents leave the co-operative, they will be eligible to apply for the government's individual housing subsidies.

- Everite Hostel

DAG was approached by the Everite hostel dwellers, which comprised mainly retrenched workers from the asbestos product manufacturing company, Everite. The workers had been offered a retrenchment package of R1.3million, which they wanted to use to upgrade their hostel dwellings. DAG entered into protracted negotiations with the Group Five Group, the owners of Everite. It was agreed that once the hostel dwellers had established a Section 21 company and DAG had secured bridging finance for the estimated R13m it would take to upgrade the hostels and develop the remainder of the 3.8ha site in Brakenfell, then Group Five would cede ownership of the hostel structures to the section 21 company and hand over the R1.3million.

DAG circulated their pre-development plan to as many players as possible to engage their participation, but this has resulted in the process being fraught with opposition or non-participation, for example, the Social Housing Foundation's rigid structures did not allow for flexibility and they fell by the wayside, the City Council wished to secure a portion of the land for themselves to develop low-income housing, the residents of the mainly middle-income suburbs surrounding the site suffer from the "nimby (not-in-my-backyard)" syndrome.

At present DAG have managed to negotiate a year's extension to the deadline in order to find finance and delay taking ownership of the land and therefore payment of R40, 000 per month rates and taxes bill. DAG indicated, however, that the project seems in jeopardy as they have received a lawyer's letter from Group Five stating that they will no longer partake in "extortion negotiations". It would seem that the hostel dwellers have been involved in further negotiations with Group Five without DAG's participation, which has resulted in the souring of relations. The company are apparently threatening the hostel dwellers with eviction, but DAG feel that they do not have the "moral high ground" to do so as many of the workers are suffering from asbestos inhalation related diseases.

The Everite hostel redevelopment cause is championed by a politician who is an ANC member of parliament, who has proven to be a tough negotiator and an icon to the community. However, this has led to there being a vacuum amongst second level leadership.

5.5 Pilot Project Evaluation

The pilot projects are evaluated by commenting on whether the aims set out above have been met, specifically referring to the involvement of DAG and the hostel dwellers' committees in the management of the redevelopment process. It must be reiterated that DAG's involvement in these projects was of an advisory nature and therefore the success or failure of these projects cannot be attributed to its involvement. What is of primary importance is that this involvement contributed substantially to DAG's knowledge and understanding of the hostel redevelopment process and informed USN's position on the hostel question.

Bokomo:

Aim #1: Financial Resources

The aim of obtaining financial resources was met as finance for the redevelopment of the hostel was accessed from the City Council and the Bokomo company and the residents who took out micro-loans to cover the redevelopment of the hostel. The management of the finances, however, was unsatisfactory according to DAG as neither DAG, as a project coordination management entity nor the hostel dwellers were given an opportunity to comment on the way in which the money was spent or have any control on ensuring that work was carried out according to the mandate.

Aim #2: Ownership transfer

The aim of transferring ownership to the residents has not been achieved yet for reasons stated earlier. The residents opted for freehold tenure, but the City Council, whose responsibility it is to complete the legalities in this regard, have not delivered to date.

Aim #3: Support for Residents

DAG were not asked to provide the hostel dwellers with any support during the decision making process of tenure and design options. During the post-completion phase, DAG have also not (yet) been asked by the residents to provide support with regard the ownership of their hostel, in terms of assisting them in obtaining title deeds or dealing with maintenance issues or planning the maximisation of the potential of their properties.

Aim #4: Improved Administration of Hostels

The City Council no longer has the responsibility of administering the hostel from a rental collection point of view. As the hostel dwellers theoretically own the redeveloped family units as freehold interests, the City Council's responsibilities

now involve the billing of individual owners for services provided (water, electricity, sewage, refuse collection, rates and taxes, etc.)

Martin & East:

Aim #1: Financial Resources

Although the intention was to apply for the institutional subsidy to part-fund the development of the hostel, DAG have not submitted any application on behalf of the hostel dwellers, due to the suspension of the redevelopment project by the hostel dwellers. The hostel dwellers would be required to organise themselves into a housing association (co-operative or Section 21 company) in order to qualify for the institutional subsidy. If residents leave the co-operative, they will still be eligible to apply for the government's individual housing subsidies.

Aim #2: Ownership transfer

Although no fruition came about after the tenure workshops held with the hostel dwellers, partial success can be inferred in that hostel dwellers were introduced to the complexities of different tenure options for the first time.

Design development was left at a stage that it could be "picked" up and run with if the hostel dwellers changed their minds regarding the redevelopment going ahead.

Aim#3: Support for Residents

DAG have indicated their willingness to go back to the hostel dwellers committee to gauge if circumstances and conditions have changed to convince them to resurrect the redevelopment process, thereby pledging their support to the hostel dwellers.

Aim #4: Improved Administration of Hostels

Due to the suspension of the redevelopment project, the City Council are still burdened with the administration of this hostel in terms of rental collection and maintenance.

Everite:

Aim #1: Financial Resources

Financial resources will be forthcoming from Everite in the form of a settlement/retrenchment package, only when institutional finance is secured for the development of the entire site, the redevelopment of the hostel included.

Aim #2: Ownership transfer

DAG have successfully assisted the hostel dwellers in forming a section 21 company, the intention of which is to take ownership of the land and structures from the City Council and the Group Five company. DAG are still engaged with the hostel dwellers in finding the best solution to the development of the

remainder of the site and instructing the hostel dwellers on the potential outcomes of various scenarios.

Aim#3: Support for Residents

DAG are providing on-going support to the hostel dwellers in their quest to find the best solution to the development of the site, in terms of attending meetings between hostel dwellers and the Group Five company, negotiating with the City Council, facilitating input from interested parties in the development of the site and, critically, assisting the hostel dwellers in securing adequate financial backing.

Aim #4: Improved Administration of Hostels

As this is a private hostel, the City Council has no administration involvement in terms of collecting rent per bed. The intention would be for the section 21 company to take over the administration of the hostel once the redevelopment process commences, which would involve collecting rentals from the hostel dwellers, taking responsibility for facility management of the complex and become involved in the development of the remainder of the site to the benefit of the hostel dweller community.

5.6 Hostel Dwellers' Assessment

To evaluate the success of the pilot studies from the hostel dwellers point of view, interviews were carried out amongst the residents of the three hostels, to determine the hostel dwellers opinion of the redevelopment process to which they had been exposed.

Bokomo:

Six of the twenty-four hostel families were interviewed. The only problem encountered by the field workers at Bokomo was that a large portion of the members of the Hostel Dwellers' Committee was not present at the time of the interview. This made it difficult to evaluate how well the consultation process was done. However, the sample interviewed was conversant with the process and could therefore ably elaborate on it. The respondents indicated that the consultation process was very thorough.

Generally the respondents were happy with their product save for a few complaints. The complaints received involve the physical product of the redevelopment process and not the system used. The two major complaints are that the redeveloped units are too small (25m²) as family units and that some units still do not have separate water supplies and ablution facilities that are in working order. Residents still have to rely on shared facilities as before the redevelopment.

Everite:

Fifteen of the sixty families living in this hostel were interviewed. As in Martin & East, the hostel dwellers were adamant that too much talk and research had

been done on their living conditions with no fruitful gain on their part at the end of the day. They demanded of the fieldworkers to be able to meet directly with the organisation behind the survey so that they could voice their dissatisfaction.

While still very unhappy with their living conditions, these residents also indicated satisfaction with the consultation process and that they had learnt something from this process.

5.7 Management Team's Observations

These views are based directly on comments by the DAG management team.

Bokomo:

The preferred route of action recommended by DAG, is that one organisation be placed in "control" of the redevelopment project in its entirety, be it DAG, or any of the other involved parties. Having to co-manage with the City of Cape Town had major problems. DAG suggest that prior to any redevelopment, the residents are "thoroughly workshopped" to expose them to all the tenure options and design options available to them, so that they can make the best decision to suit their circumstances. In the words of Shamil Manie, DAG insists on "maximum options, maximum decisions and maximum participation". This avoids some residents from feeling excluded from the process that will affect them in the long run. DAG strongly advocates the project management of the construction process by a responsible party to ensure that the contractor delivers the works for which he is being paid. Finally, the controlling entity needs to ensure that all objectives have been met, e.g., in Bokomo's case ensure that the tenants receive title deeds as proof of freehold tenure.

Martin & East:

The Martin & East hostel redevelopment planning process exposed the dynamics within the decision-making core of the hostel residents. The needs of male vs. female, older generation vs. younger, employed vs. unemployed, etc. greatly influenced the decision making process.

Everite:

The road forward involves the parties involved making some decisive decisions about the proposed development of the site including the hostels and securing institutional funding. But foremost on the list is to heal the ties with the Group five company.

5.8 Conclusions

The three pilot studies provided DAG with the opportunity to engage with the hostel dwellers where they were informed of the residents' needs through intensive workshops. They had the opportunity to "test" their research into tenure options and management models and design options and delivery models on the

hostel redevelopment schemes (Martin & East and Everite particularly). The Bokomo hostel redevelopment merely confirmed DAG's belief that they or another suitable organisation should be involved in the hostel redevelopment process from the very beginning and see it through to the very end.

Overall, the impression gained was that the consultation process was exceptionally thorough, thereby providing sound guidance in DAG's hostel redevelopment training manual and residents' booklet. DAG have indicated that they themselves were informed by the process of engaging with all role players and obtaining useful information from these engagements, to the extent that they have adopted a new management approach to future projects.

Notwithstanding the fact that the residents in the two pilot projects surveyed are generally still unhappy, it may be argued that they have been mobilised to the extent that this intervention will alter their destiny.

In retrospect, it is acknowledged that the *in situ* interviewing process might have gone more smoothly if DAG had been asked to formally introduce the fieldworkers to residents prior to the surveys being carried out.

6. RECOMMENDATIONS FOR POLICY CHANGE

In this section recommendations emanating from the project are identified which could have a direct impact on the reformulation of national hostel policy. The following material is adapted from documentation from the USN project:

- *Broadening the Scope of the Public Sector Hostels Re-Development Programme (PSHRP)*

The present programme is limited to the upgrading of public hostels which have a dedicated source of funding. Private and grey sector hostels, however, have had to compete with other projects for project-linked and institutional subsidies and are thus disadvantaged relative to public sector hostels.

- *Norms and Standards for Redeveloped Hostels*

Present guidelines on minimum standards of the PSHRP and the National Homebuilders Registration Council as well as those set for projects funded by the Housing Subsidy Scheme are inappropriate in the case of hostels redevelopment where communal living is more common. One possibility for the new hostels policy is to introduce a more flexible funding mechanism linked to standards.

- *Local Authority Management of Hostels*

National guidelines for local authorities on how to manage public hostels are required. The content of the guidelines would need to cover issues such as allocations, relocations, maintenance, dealing with non-payment, processes for transferring ownership and on-going capacity building. There should also be some encouragement for local authorities to retain some redeveloped hostels as public rental housing, as affordable rental accommodation for new arrivals in urban areas and for those who do not wish to permanently settle in urban areas.

- *On-Going Support for Co-Operatives*

Where redeveloped hostels are transferred to the communal ownership of hostel residents (usually in the form of co-operatives) there needs to be strong on-going support from the Social Housing foundation, local authorities and other suitable bodies.

- *Dealing with Urban Problems in an Integrated Way*

Although the hostels are a particularly complex situation that does need special attention, it is important that hostels are not looked at in isolation. The urban renewal of hostel areas and the townships in which they are located needs to be holistically addressed.

- *Increased Subsidy Amounts*

The current subsidy of R23 100 is insufficient. It has been found in Cape Town that an amount of R25 000 to R30 000 is the average cost per unit of converting hostels to self-contained family units and constructing new units for displaced residents.

- *Supporting Sustainable Livelihoods*

Given the high rate of unemployment amongst hostel residents, it is essential that policies and regulations support livelihood opportunities for hostel residents. Providing shelter/housing is not an end in itself, but rather as infrastructural investment which must be accompanied by investment in social capital.

- *Capacity building of Hostel Residents*

The capacity building of hostel residents to enable them to participate in the upgrading and management of hostels is important.

7. OBSERVATIONS, CONCLUSIONS AND RECOMMENDATIONS

In this section observations and conclusions are drawn based on the study findings and interviews with practitioners. These supplement those policy recommendations dealt with in the previous section. They are discussed under three headings: general, project outputs, evaluation procedure.

a. General:

? *Importance of Project*

The USN Hostel Redevelopment Project, as a whole, must be regarded as a important initiative in that It has made a positive contribution to the hostel question in South Africa. Notwithstanding some of the shortcomings that this study has raised, the project has served to bring the hostel issue into focus amongst housing practitioners in both the private and public sectors and amongst hostel residents. The project was initiated at a time when it seemed that the atrocious living conditions facing hostel dwellers was being almost totally ignored throughout the country.

? *Hostels as a Generic Type*

It is clear from discussions with persons involved in this field that, from a policy perspective, it makes little sense to deal with hostels as a generic type. This is particularly true when the intention is to integrate hostel dwellers with the adjacent residential community within which the hostel often is located. Furthermore, every hostel is different in terms of its physical structure, the profile of its residents, legal tenure, political/social/economic dynamics and location. Probably the only thing that hostels have in common is the overcrowding that prevails in all hostels. In addition, the term, 'hostel dweller', often creates a stereo-type in the minds of policy-makers, local residents and others. In most cases the housing needs and aspirations of hostel dwellers are much the same as those of the urban poor living in non-hostel accommodation, i.e., they have a broad range of needs and aspirations.

? *User Control*

The project provides practical experience and know-how regarding ways and means of hostel residents taking control of the ownership and administration of their hostels while at the same time improving the quality of their accommodation through redevelopment. This has happened at a time when municipalities are seeking ways of relinquishing many of these responsibilities.

? *Contribution of Project to USN Expertise*

By initiating and implementing this project, the Urban Sector Network is now regarded as an expert source of information on hostel redevelopment in this country – a field where very little expertise appears to exist. This must be regarded as an important, on-going spin-off of the project. Whether or not the USN continues to retain and develop this expertise is clearly up to that organisation.

? *Mid-term Evaluation*

In April 2002 a mid-term evaluation of the project was carried out by Bruce Boaden. In this interim evaluation, concern was expressed with regard to certain tasks not being complete. These concerns have subsequently been addressed.

? *Follow-up to the USN Project*

A disappointing finding of this evaluation is the apparent lack of follow-up and continuity of the project since it ended in April 2003. Notwithstanding the expertise that has been developed within USN and DAG as a result of this project, there appears to be little on-going activity resulting from the project such as training programmes, policy review and national debate. Additional funding needs to be found to introduce training courses based on the training outputs, to research further into the needs and aspirations of hostel dwellers and to raise public awareness of the plight of hostel dwellers. It would appear that very little work is being carried out in the country as a whole concerning the hostel issue. The possibility of having a national conference specifically around the hostel issue needs to be considered.

It must be said, however, it still remains to be seen what impact the USN project will have on the repositioning of national hostel policy since this is presently underway by the Department of Housing. Discussions with DoH officials indicate that the USN is seen as a major source of expertise and information in this area. In addition, as a result of the project, DAG continues to be involved with the Everite project and continues to play an advisory role to the City of Cape Town and the Western Cape Housing Department.

? *Political/Social/Economic Dynamics of Hostel Life*

Discussions with persons involved directly with hostels in Gauteng, Cape Town and Durban indicated that hostels are characterised by complex forces which dictate the everyday lives of the residents. This is particularly true where you have an unusual living environment with regard to a predominance of males living far from their legal wives, extreme over-crowding, subsidised rentals, insecure tenure, etc. One would expect, for example, a system of political patronage developing where one's accommodation is secured by supporting a local leader. Questions are raised such as: how does one handle the fact that many male hostel dwellers have two families – a formal one living some distance away and an informal one living in the neighbourhood or in the hostel itself. It would appear that very little research has been conducted into these dynamics which would differ from hostel to hostel. To plan for the redevelopment of a hostel without an understanding of these political/social/economic factors can only lead to delays or breakdowns in the redevelopment process or the provision of inappropriate accommodation. Much of government's hostel policy would seem to have been drawn up with too much attention to technical matters to the exclusion of the more human related realities of hostel life.

? *Lack of Capacity and Hostel Dwellers' Attitude towards Municipal Officials*

A number of government officials interviewed referred to the problem of a shortage of funding and, more importantly, a shortage of staff with the necessary skills to undertake hostel redevelopment. Clearly, there is a need for more training in this field. This problem is aggravated by the fact that very often hostel dwellers respond to interventions by municipal officials with hostility - many hostels being regarded as 'no-go' areas. This, of course, makes it very difficult for officials to build up an understanding of the situation that they are attempting to resolve and, furthermore, leads to a lack of motivation on the part of municipal employees.

? *The Response of the Mining Industry*

Hostel redevelopment under the control of mining companies, although different in many ways to grey - and public-sector hostels, is being dealt with in a responsible way by most companies. A considerable amount of money has been set aside by these companies for hostel redevelopment. A major aim for the gold sector is to provide family accommodation for 50% of its workers. It has adopted a participative approach and has carried out a number of needs surveys. It appears, however, that there is little exchange of information between the mining industry and municipalities around this issue notwithstanding the fact that the aims of the two parties are similar, i.e., provision of family accommodation and user control of their living arrangements.

b. USN Project Outputs:

➤ *The Re-Evaluation of National Policy*

The project has been completed at a time when the National Department of Housing is undergoing a major re-evaluation of its hostel's policy (Chapter 10 of Housing Code) and thus is able to provide valuable input to this process. Discussions with two officials indicate that USN recommendations will certainly be taken into consideration.

➤ *Need for a Comprehensive Document*

An important omission in the view of the writers is that no document was produced which describes the project in its entirety. The short performance report to USAID is inadequate. This was an opportunity to pull together all the different activities and experiences of the participants into one document which, in itself, would have been an important reference output of the project.

➤ *Research and Publications*

With regard to Research and Publications (see Section 4.1), six written outputs were assessed in this study and that the aims of the project were, to a certain extent, met. It was felt that, although useful, more resources could have been channelled into this activity. The unawareness of those interviewed of this material is a cause for concern although it is argued that this could be the result of housing practitioners, in particular government officials, being inundated with too much documentation.

➤ *Policy Development*

The Policy Development objective (see Section 4.2), which involved the conducting of three regional and two national workshops, provided the opportunity for an exchange of views across the country. Limited reporting of the proceedings, however, made it difficult to assess the extent to which these workshops contributed towards the achievement of project aims. USN personnel indicated that these workshops had a profound impact on the position that it has adopted on the hostel issue. Nevertheless, it was felt that an opportunity had been lost to produce a document setting out the outcomes of all the workshops which would have provided an important reference document and, subsequently, would have had a greater impact on policy formulation. It is suggested that the final national workshop, while successful, should have been conducted as a national conference at which the USN's project might have provided the central focus.

➤ *Information Dissemination*

Regarding Information Dissemination (see Section 4.3), the three outputs evaluated concerned training material. These were seen to be of excellent quality and very much in keeping with many of the aims of the project. However, the absence of follow-up in the form of training sessions for hostel residents is disappointing and devalues much of the effort used in the development of this training material. It is hoped, however, that this omission will be rectified soon.

➤ *Diversionsary Effect of Pilot Projects*

DAG was required to carry out the major portion of the work that this project entailed which included managerial input to the three Cape Town pilot projects. It was intended that these pilot projects would provide practical experience which would eventually impact on policy formulation. At the same time, the USN project aims were directed at the hostel question in the country as a whole. It is felt that, although these pilot projects were an important source of information, they consumed a greater proportion of DAG's time than was justified by the contribution that they made to the hostel redevelopment question as a whole. This is particularly true in the sense that dealings with the City of Cape Town and with hostel residents' committees proved to be difficult and time-consuming.

➤ *Management of Project*

Although not a direct output, the importance of the management (including co-ordination) of the project is important since this contributed directly to the experience of both USN and DAG and may thus be regarded as an outcome of the project. The responsibilities of USN and DAG were set out clearly in the Memorandum of Understanding in 2001. Discussions with persons involved in the project indicated that the management of this hostels initiative by the two organisations was effective despite problems concerning capacity and staff turnover. The reporting procedures between USN and DAG and USAID worked well. The financial aspect provided few problems notwithstanding fluctuations in the Rand/\$ rate which resulted in the USN receiving slightly less from USAID than was anticipated. Neither DAG nor

USN exceeded their budget limit. The extended duration of the project resulted in some continuity problems amongst staff.

➤ *Relevance of Pilot Projects*

Despite the importance of these projects to the main project, the question must be asked as to whether or not these three projects provided a 'typical' hostel redevelopment experience with lessons pertinent to the hostel question throughout the country. However, it is the view of the writers that those DAG employees involved in the three pilot projects were sufficiently aware of the broader problem to avoid making any over-generalisations.

c. Evaluation Procedure:

▪ *Delay in Commissioning of Evaluation*

The evaluation of the project was commissioned a year after completion of the project. This delay was unfortunate in that many persons consulted could not fully recollect the details of what had occurred. Many people involved in the project had relocated to other jobs and were difficult or impossible to contact. It did, however, provide the opportunity to assess the extent to which the project continues to have an impact a year after its completion.

▪ *Objectivity of Study*

It is understood that USN played a major role in drawing up the Statement of Work for this study thus bringing into question the objectivity of the evaluation. It is the view of the writers that the details of such an evaluation should be determined by the sponsor of the project (USAID) rather than by the main party contracted to carry out the project.

APPENDICES

DOCUMENTS CONSULTED

Design Options and Delivery Models for Hostel Redevelopment (April 2003), DAG, 37 pp.

Grant Agreement 674-G-00-00-00059-00, Attachment 2, Program Description, USAID, (6 Sept. 2000)

Hostels Redevelopment: Where to from Here ? (Undated),4 pp., USN

Hostels Redevelopment Workshop - Durban, (24 Oct.2002), DAG, 12 pp.

Hostels Redevelopment Workshop - Cape Town:(15 Oct. 2002),DAG,13 pp

Hostel Stories: Hostel Redevelopment in Cape Town, (Video), DAG, 20 mins.

Hostel Redevelopment Project: Mid-Term Evaluation, B G Boaden, USN National Office, (April 2002), 13 pp.

Kick Starting Hostel Redevelopment: A Training Manual for Facilitators.(2003), USN & DAG, 146 pp.

Kick Starting Hostel Redevelopment: Residents' Booklet.(2003), USN & DAG, 48 pp.

Mega-Tech Contract No. 0135-0204-PO-ME11 (March 2004)

Memorandum of Understanding for Collaborating between the USN National Office and the Development Action Group on the USN Hostels Redevelopment Programme. (Undated)

National Urban Sector Network Redevelopment Workshop in Johannesburg, (24 April 2003}, DAG, 4pp.

Report of the National Hostels Workshop held on 4 April 2001 in Cape Town, DAG, 45 pp.

Redevelopment of Public Hostels: a National Overview, D. Papenfus, (2001), USN 24 pp.

Tenure Options and Management Models for Hostels Redevelopment (April 2003), DAG, 36 pp.

Urban Sector Network Programme Performance Report (Undated)

USN Position Paper for the Housing Summit: 19/20 November 2003, 15 pp., USN

USN Redevelopment Hostels Workshop, Gauteng Region (1 Oct. 2002),DAG,10 pp.

PERSONS INTERVIEWED/CONSULTED

<u>Name</u>	<u>Organisation</u>
Rene Becker	National DoH
Susan Carey	USN
Barbara DeGroot	Mega-Tech
Jo Francis	Cape Town, DoH
Rodney Harber	Consultant, Durban
Trish Heimann	Mega-Tech
Mac Kebeni	NUM
Joanne Lees	Consultant, Durban
Mamashela Madimetja	USN
Shamil Manie	DAG
Tilly Meyer	USN
Trevor Mitchel	National DoH
Sivuyile Mxozeli	Cape Town, DoH
Nkosiphambili Ndlovu	USAID
Nhlanhla Nkosi	Gauteng DoH
Yumus Sacoor	eThekweni DoH
Nthuseng Tsoinyane	USN
Warren Smit	DAG

Interviews with hostel dwellers and hostel committee members:

- Bokomo 17-18 April 2004, carried out by Stanley Kwatshana
- Martin & East 17-19 April 2004, carried out by Elize Tully
- Everite 17-19 April 2004, carried out by Edward Mkhonto

QUESTIONNAIRE AS BASIS FOR DISCUSSION

Note: this questionnaire was not administered verbatim but, rather, formed the agenda for the interview. It was not always possible to deal with all the questions in each interview.

Questions from Bruce Boaden for Discussion with USAID Representatives

- 1.1 To what extent was USAID involved in the management of the project i.e., once the contract was signed with USN, did you find it necessary to put in a lot of additional time ? What monitoring process was used ?
- 1.2 From USAID's perspective, what difficulties were encountered with this project ?
- 1.3 What were your impressions of the way in which USN and DAG managed the project compared to your other projects ?
- 1.4 Did the mid-term evaluation have any impact at USAID that you are aware of ?
- 1.5 What did you think were the strong/positive aspects of the project ?
- 1.6 Was USAID's funding to USN always made available on time ? Did exchange rate fluctuations cause any problems ?

Questions from Bruce Boaden for Discussion with USN Representatives

- 2.1 In terms of the aims and objectives for the project as set out in the MOU with DAG, is the USN happy with the results ?
- 2.2 From USN's perspective what problems/difficulties do you think the project experienced, Were these overcome ? How ?
- 2.3 Were there any major management problems, e.g., lack of capacity, motivation and continuity of staff ?
- 2.4 If you were to undertake such a project again, what would you do differently ?
- 2.5 What management process was adopted in dealing with DAG ? Was it efficient and effective ?
- 2.6 How was your working relationship with USAID with regard to this project – was there much contact ?
- 2.7 How do you feel about the question of capacity – in terms of personnel with the necessary skills available for the project – at the level of USAID, USN and DAG ?
- 2.8 Was cash flow support from USAID and to DAG on time ? How were fluctuations in exchange rates handled ?

- 2.9 Are you happy with the manner in which the results of the project were disseminated ?
- 2.10 Were you satisfied with the research output of the project ?
- 2.11 Are there any on-going benefits from the project now that it has been completed?
- 2.12 What impact do you believe this project has had on government hostels policy ?
- 2.13 To what extent do you believe that the three CT pilot cases were representative of the hostel situation in the country as a whole – how useful is to consider hostels as a homogeneous living environment in the country as a whole and therefore to prescribe one policy for all hostels ?
- 2.14 Other than Susan, is there anyone else at USN who were directly involved in the project who I need to speak to ? Anyone who has left the organisation who was actively involved?
- 2.15 Other than USN's Programme Performance Report to USAID, is there not a more comprehensive document describing the project in more detail ?

Questions from Bruce Boaden for Discussion with Government Representatives

- 3.1 To what extent are you familiar with the Urban Sector Network's Hostel Redevelopment Project which was completed in April 2003 ? Did you attend any of the three workshops ?
- 3.2 What is your view of the hostels question in SA today ? Is existing government policy adequate at national and local level ?
- 3.3 Is adequate progress being made on the ground ?
- 3.4 Are you aware of any impact of the USN's Hostel Redevelopment Project on government hostel policy at local or national level ?
- 3.5 Is it useful to regard hostels as different from other forms of housing ? Surely hostels across the country differ in historical background, profile of occupants, form of tenure, etc., that to lump them all together for policy purposes is misleading and cannot lead to appropriate actions on the part of authorities ?
- 3.6 Do you have any useful written material on the subject ?

CURRICULUM VITAE (Abbreviated)

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BIRTHDATE: 15 March 1942

QUALIFICATIONS: B.Sc.(QS), Wits
MBA (Urban Land Economics), British Columbia
Ph.D. (Property Economics), Wits
Diploma (Development Studies), London

RECENT EXPERIENCE: Teaching at undergraduate and postgraduate levels in:

- Housing Development and Management
- Urban Land Economics

Research, Consulting and Training conducted in fields of:

- Low Income Housing
- Urban Economics
- Migration
- Capacity Building
- Financial Feasibility
- NGO Performance Evaluation
- Government Performance Evaluation

Recent Positions:

- *Director, Postgraduate Programme in Housing Development and Management, University of Cape Town*
- *Director, Housing and Community Development Unit, University of Cape Town*

Present Position:

- *Contract employee of University of Cape Town*
- *Emeritus Professor*
- *Development consultant*

RELEVANT RESEARCH AND CONSULTING PROJECTS UNDERTAKEN SINCE 2001:

1. Cato Manor Development Project: an Evaluation of the Efficiency of the Use of Land and Finance. (Client: Cato Manor Development Association)

2. Medium Density Housing: Developing a Cost Model (Client: National Department of Housing)
3. An Evaluation of the Involvement of the Urban Sector Network and the Development Action Group in Hostels Redevelopment. (Client: Urban Sector Network/USAID)
4. Government Capacity Building for Low-Income Housing Delivery: Developing a Strategy. (Client: National Department of Housing)
5. An Economic and Financial Assessment of a Mixed-Use Development in Franschoek. (Client: Environmental Consultants)
6. The Informal Housing Market in Khayelitsha: an Investigation into the Premature Sale of Subsidised Housing. (Client: Cape Metropolitan Council)
7. The Nature and Extent of Migration to the Western Cape of African Foreigners. (Client: Provincial Administration of the Western Cape)
8. Training Programme in Housing Development and Management for Practitioners and the Poorly Housed. (Client: Provincial Administration of the Western Cape)
9. Development and Operation of Property Development Simulation Game PROPSIM
10. Development of a Performance Assessment procedure for Evaluating the Operations of the Public Works Branch of the Department of Transport and Public Works, Provincial Government of the Western Cape (Client. Treasury Department, Provincial Government of the Western Cape)
11. The Construction Industry and Its Potential Impact on the Economy of the Western Cape (Client: Treasury Department, Provincial Government of the Western Cape)
12. Budget Assessment: the Role of the Dept. of Transport and Public Works in the Strategic Infrastructure Plan. (Client: Treasury Department, Provincial Government of the Western Cape)
13. Affidavit in the High Court Action concerning the residents of Valhalla and the City of Cape Town (Client: Legal Resources Centre)

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