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PROJECT IMPLEMENTATION OF THE HOSTEL UPGRADE PROGRAMME IN THE CITY OF JOHANNESBURG

RESEARCH REPORT SUBMITTED IN ACCORDANCE WITH THE DEGREE

MASTERS IN MANAGEMENT

UNIVERSITY OF THE WITWATERSRAND

PUBLIC AND DEVELOPMENT MANAGEMENT

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Date: 22 July 2016

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DECLARATION

I declare that the research report titled Project Implementation of the Hostel Redevelopment Project in the City of Johannesburg is my own work and that all sources used to prepare this study have been accordingly acknowledged.

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TW Fenyane

EXECUTIVE SUMMARY

Originally, hostels were developed to accommodate migrant labour in urban areas. With the abolishment of influx control laws in 1986, informal settlements mushroomed close to hostel precincts as relatives and those seeking affordable housing in proximity of employment opportunities flocked to urban areas. Overcrowding, poor maintenance of hostels and the vandalism of the infrastructure resulted in hostels deteriorating and becoming unfit for hygienic human habitation. From the early 1990's, the government adopted a number of measures (housing programmes) aimed at rehabilitating hostels and converting them into family units.

The Hostel Redevelopment Programme as implemented to date has led to upgraded units being built but not allocated to the intended beneficiaries (hostel residents). This failure was partly the result of communication breakdown between hostel communities and local communities. This study attempts to comprehend factors that led to project communication breakdown between the project team and the hostel community. The Johannesburg Housing Company (JOSHCO) is the implementation agent on behalf of the City of Johannesburg tasked with converting single gender hostel compounds into affordable rental units.

The report suggested public participation as the suitable process to solve the problem of communication between different actors in the hostel project. The legal framework of public housing emphasises the importance of public participation in the programme of housing provision. The discourse on public participation conceptualises community participation broadly as a strategy aimed at empowering citizens to have a voice in policies decisions that have a bearing on their lives. The legal framework espouses the philosophy of citizen's involvement in developmental matters having the right to having their views reflected in policy decisions. This study tries to understand the effectiveness of the hostel redevelopment programme public consultation processes in influencing housing option provided to the residents of Diepkloof Hostel and the Orlando West Women's Hostel. The design of this study is conceptualised using Project Management principles or knowledge areas, focusing specifically on Project Communication. The researcher is of the view that improving the effectiveness of the public participation process, factors that result in the non-

occupation of hostels can be avoided. With the massive housing backlog still prevalent in South Africa, consensus is required between all stakeholders (especially hostel residents) on the type of units that are acceptable to the hostel community to provide for successful allocation process, thereby resulting in a successful handing over of housing products that will be sustainable in terms of affordability and give recipients the dignity of adequate shelter.

Key Words: Hostel, Hostel Residents, Public Participation, Hostel Redevelopment Programme, Hostel Redevelopment Project, Project Communication, Project Management, Rental Units, RDP's, Migrant Labour, Beneficiaries, Housing Waiting List.

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ABBREVIATIONS

ANC	African National Congress
ARA	Affordable Rental Accommodation
BNG	Breaking New Ground
CoJ	City of Johannesburg
CRU	Community Rental Units
DA	Democratic Alliance
EIA	Environmental Impact Assessment
IFP	Inkatha Freedom Party
EPHP	Enhanced People's Housing Process Programme
IDP	Integrated Development Plan
JOSHCO	Johannesburg Social Housing Company
MMC	Member of the Mayoral Council
NFP	National Freedom Party
RDP	Redevelopment Programme

Table of Contents

DECLARATION 2
EXECUTIVE SUMMARY 3
CHAPTER I: INTRODUCTION 9
1.1. Introduction 9
1.2. Background 18
1.3. Problem Statement 21
1.4. Purpose Statement 22
1.5. Research Questions 22
1.6. Conclusion 23
CHAPTER II: LITERATURE REVIEW 24
2.1. Introduction 24
2.2. Historical background of hostel upgrading in South Africa 25
2.3. Theoretical Framework (Project Management) 27
2.4. Conceptual Framework (Public participation, a critical process in South Africa) 33
2.5. Conclusion 44
CHAPTER III: RESEARCH METHODOLODY 46
3.1. Introduction 46
3.2. Significance of the research 46
3.3. Research approach and strategy 47
3.4. Research area 48
3.5. Population and sampling 49
3.6. Data collection 58
3.7. Instruments of data collection 61
3.8. Data analysis 62
3.9. Limitations of the study 64
3.10. Ethical consideration 64
3.11. Conclusion 65
CHAPTER IV: DATA PRESENTATION 67
4.1. Introduction 67
4.2. Data Presentation 67
4.3 Conclusion 70
CHAPTER V: DATA ANALYSIS AND DISCUSSION OF THE FINDINGS 71
5.1. Introduction 71

5.2. Analysis of project implementation 71
5.3 Conclusion 82
CHAPTER VI: CONCLUSION AND RECOMMENDATIONS 84
6.1. Introduction 84
6.2. Research question No. 1 85
6.3. Research question No. 2 86
6.4. Research question No. 3 92
6.5. Conclusion 93
6.6. Recommendations 94
REFERENCES 95
ANNEXURE A 99
INTERVIEW QUESTIONS 99
ANNEXURE B 101
ANNEXURE C 108
NOTICE OF MEETING HELD AT DIEPKLOOF HOSTEL 108

CHAPTER I: INTRODUCTION

1.1. Introduction

This study explores the strategy of project implementation of the hostel upgrading programme of the City of Johannesburg, particularly the area of project communication. This area of study is chosen to try and gather information that can be used to avoid situation where after work has been completed the upgraded hostel complex stands empty for long periods. The importance of project communication as an effective tool to harness the spatial and housing policies adopted by the transformative post 1994 government specifically on hostel communities, is the area of this study, measuring the participatory element of the government versus communities. The classification of the hostel upgrade programme as a project assumes that the whole exercise should have to follow the project cycle.

A project life cycle is used by project managers as a cornerstone to managing project performance, by utilizing tools to measure success of the endeavour (Gray and Larson, 2000). The project life cycle recognizes that a project has to have a limited life span. The main difference between a project management and general management relates to the definition of a project and what the project intends to deliver to the client and stakeholders (Bourke, 2003).

The Project Management Institute's (PMI) Project Management Body of Knowledge (PMBOK) defines a project as: "*a temporary endeavour undertaken to create a unique product or service".* The proposed study specifically explores the Project Management system adopted by the City of Johannesburg Metropolitan Council, in addressing housing delivery to the most destitute citizens of its region. While looking at the Project Communication aspect of the nine principles as contained in the literature, the temporary and unique elements of project management helps to comprehend the success of the said project. A project has to have a definite end, and be handed over so that the project team can move on. A project must also be different in order to be unique. Burke also quotes Turner as defining a project as: "*an endeavour in which human, (or machine), material and financial resources are organised in a novel, to undertake a unique scope of work, of given specification, within constraints of cost and time, so as to deliver beneficial change defined by quantitative and qualitative objectives"*.

For much of the 1990's, debates over South Africa's national housing policy tended to focus on issues of quantitative delivery and the government's failure to meet its self-set targets in this regard (Baumann, 2003). This quantitative approach to the housing policy created, albeit, unintended dire consequence with regard to service standards, house size and construction quality aspects that the Department of Housing has acknowledged to be problematic. Other concerns raised were on the housing policy's impact on the spatial, economic and social integration of South Africa's human settlements (Baumann 2003).

With this study we shall explore whether project communication during the process of upgrading hostels has led to the material improvement of living conditions of hostel dwellers, by comparing descriptions given of the setting and aesthetics of hostels provided in the literature and the prevailing situation currently. Bernhardt and others describes their first encounter with a hostel development as a large barren complex of ugly, low, single storey brick barracks arranged around dirty streets or squares which are littered with an assortment of garbage, dilapidated old cars, vehicle parts, hens, scrawny dogs and runny nosed children (Bernhardt, et al, 1992). The Special Report: Human Awareness Programme (1984), cites Callinicos, L. (1980), as remarking that "steps ought certainly to be taken to render the compounds more easily convertible into places of detention. Where the compound has strong, steel cased gates which can be locked from the outside, only one entrance, and high walls with no outer windows, a comparatively few armed men can prevent exit from it and thus isolate a disturbance which might otherwise spread with alarming consequences." However, in terms of farming Bundy (1893) is cited by the Traveller in the Cape as saying this profound quote "Man for man, blacks are better farmers than the Europeans", however large tracts of land adjoining hostels located in the south west of Johannesburg and many other township settlements are rarely farmed and are used in most cases as dumping grounds of all sorts of materials.

According to Mothotoane in his research paper (Mothotoane, 2011), there are 34 hostels owned jointly by the City of Johannesburg Council and Gauteng Department of Housing. The City of Johannesburg owns the following 24 hostels: Jabulani, Mapetla, Helen Joseph, Hannrly, Selby, Diepkloof, Marlboro Village, Nobuhle, City Deep, Mangololo, Bush Koppies, Van Beeck, Huddly Park, Dobsonville, Goudrand, Meadowlands, Madala, Northern Works, Nancefield, Sierabravo, Orlando West,

Northern Farm, Dube, Klipspruit, Anthia ,Pimville,Orlando East, Lifateng and Dube hostels (Mothotoane, 2011). The Gauteng Department of Human Settlement owns the following hostels; Murray and Roberts hostel, George Goch, MBA, LTA, Jeppe and Denver hostels.

Various interventions were made during the time of the National Party Government to improve the living conditions in hostels. In 1986 plans to upgrade all hostels into family units were announced (Mothotoane, 2011). In the early upgrade programme, the Selby and City Deep hostels were upgraded. The upgrading included the revamp of the kitchens and ablution facilities, the painting of walls and roofs, security lighting, installation of heaters and irrigation systems, replacing of the gutters, construction of roads and flood lighting of the sports fields. At the City Deep hostel 2100 mattresses and 710 lockers were replaced (Mothotoane, 2011). These examples quoted above were the earliest attempts to upgrade the hostels; this approach was hugely successful until it was interrupted by the conflicts of the late 1980s and early 1990s (Mothotoane, 2011). During this troubled time, calls from the communities to demolish or completely overhaul the hostels systems were heard (Mothotoane, 2011).

Similar calls to eradicate single sex hostels are being made by the current government, by turning these facilities into modern family units with different ownership regimes, i.e., rental units, bonded units and fully subsidised units (Newswire, 2015). Although these calls come after the xenophobic attacks in Kwa-Zulu – natal and Gauteng, hostel have a reputation of being breeding grounds of criminality. The lawlessness in hostels stems from the collapse in maintenance and lack of property management. This resulted in hostels being invaded, which led to overcrowding of already congested facilities. Sometimes 20-50 men can be housed in a single room (Mothotoane, 2011). This arrangement of overcrowded facilities and the application of the pass system made it very difficult for the residents of hostels to bring their spouses to the city. However, in other circumstances the hostel experience gave rise to the concept of a “bedhold” instead of a household (Ramphele, 1993). Experience in countries such as Zimbabwe demonstrates how difficult it is to erase the legacy of deprivation, given the realities of a post-colonial economic situation (Ramphele 1993). Ramphele (1993) describes hostels as representing physical space that is not only limited but limiting to all aspects of

human advancement. It is limited at a number of levels; for example sharing a room with too many people can be seen as an invasion to the privacy. The quality of the facilities, such as the state of the buildings, often blocked ablution facilities, illegal connections of electricity and the lack of general management and maintenance leaves much to be desired (Ramphele 1993).

The squalor of the surroundings, with unpleasant odours and overflowing garbage cans, could be hardly said to meet minimum standards of health requirements for residential areas. The inadequate ablution facilities and the overcrowding are indicative of degrading facilities. The limited facilities also do violence to the primary purpose of housing which is to delineate domestic space as opposed to public space (Ramphele 1993). The inspection of the surroundings of the chosen case studies shall be compared to the above description.

Ramphele (1993) deduces that the living arrangements inside hostels as “bedholds”. Instead of a person having a household in an urban area, a person’s personal space and often family space is only limited to the space immediately surrounding a single bed, hence the term “bedhold”. She wrote that the common denominator of space allocation in the hostels is a bed. Every aspect of life here revolves around the bed. Access to this humble environment depends on ones’ access to a bed; it is the basis for relationships within the hostels (Ramphele, 1993).

By failing to delineate private from personal space, hostels are a symbol of the denial of the personhood of the people housed in them (Ramphele, 1993). The notion of a door in this setting could also be seen as a desperate measure by the residents to create a boundary between the foreign and domestic worlds (van Gennep, 1960:20). However, the fact that “bedholders” have to share rooms with others negates this intention and forces the inhabitants to face the reality of the lack of privacy (Ramphele 1993).

The official procedures for access to a hostel bed, which were applicable under the influx control regulations, remain theoretically in force to date (although largely ignored) in spite of the Abolition of Influx Control Act of 1986 (Ramphele, 1993). The stipulation is that upon arrival in an urban area, and assuming that he has a job contract, a man or his employer can then apply to rent a bed in one of the available hostels. The applicant must go to the housing officer in the township in which the

hostel is situated to be allocated a bed in a specified block. Such a man, whether married or not, is expected to live as a bachelor until he returns home to the rural areas to visit his wife and children (Ramphele, 1993). This condition shows how hostels are limiting the individual, so their upgrade to family units is a noble policy. They can be seen as special type of 'segregationist institution' for the purpose of creating a dormitory instead of a full living space (Goffman, 1961:4). The process of systematic mortification of the self-starts with formal recruiting, whereby one is assigned a number and gets treated as such, thus losing one's own identity. Naked parades in the course of medical examinations and other humiliating experiences were, until recently, part of official procedures for acceptance into the urban and hostel environment (see also Mtutuzeli Matshoba's account, 1987:209). The practice of 'batch living', the stripping of any semblance of respect and privacy in the hostel environment, can be seen as part of the control mechanism used by those in power to break down resistance in these workers (see also Van Niekerk, 1988). The housing of migrant workers in hostels defines them as outsiders and hampers their access to the resources of the Republic of South Africa at many levels.

Public hostels such as the Dube and Orlando women's hostel located in the City of Johannesburg were upgraded to accommodate single African men and women as part of the second attempt by the Greater Johannesburg Transitional Metropolitan Council (Mothotoane, 2011), to integrate and upgrade the hostels into family units. This report studies the case of the Dube and Meadowlands women's hostel where the projects were completed but the hostel dwellers did not occupy the units.

Different authors categorise the inhabitants of these establishments as migrant workers. Their categorization is evident in the classification of these establishments as migrant worker hostels, the inhabitants of hostels are referred to as dwellers, this system was justified by the simple argument that "the families of these workers were able to survive off agricultural production in the reserve areas and, that therefore, there was no need for them to be housed near the mines and plantation". It enabled wages paid to miners and plantation workers to be lower than they would have been had the families been housed near the mines and plantation (Special Report Human Awareness Programme). In the mining industry African wages were calculated according to the needs of a single man, back then it was claimed that the African has rural land and pasturage and his wages in industry are purely a supplement to a rural

income (Special Report Human Awareness Programme). This belief affected the whole structure of African wages, and only slowly and incompletely was its obsoleteness recognised to the detriment of the socio economic standing of generations of Africans (Special Report Human Awareness Programme).

Numerous projects have been embarked upon to upgrade hostel establishments and improve the lives of hostel inhabitants. Hostels within the jurisdiction of the City of Johannesburg Metropolitan Municipality are being redeveloped through the hostel redevelopment programme, from single gender units to the more acceptable family units and rental stocks. The problem is that some of these projects goes through the construction phase and stand empty for lengthy periods. The researcher proposes to explore factors that lead to the situation of a breakdown in communication between stakeholders, with the thrust and emphasis on the breakdown in communication with intended beneficiaries. The beneficiaries of the units are the client whom the redevelopment programme intends to satisfy, with the upgraded units. It should always be borne in mind that hostel upgrade projects form a component of the City of Johannesburg Metropolitan Municipality's endeavour to address the chronic housing shortages affecting its citizens, especially the indigent community.

Mothotoane in his thesis (Mothotoane, 2011), refers to various intervention attempts that can be traced as far back as the 1980s, during the time of the National Party Government, to improve the conditions of living within the hostels. The first records found of plans for upgrading hostels into family units was formulated in the 1980's by the then government. It should be said that by now (2015) the government should have sufficient technical experience in implementing hotel upgrade projects, and the based on the number of years that hostels has been a focus of stakeholders, all risks should be sufficiently planned for and the project team should be able to mitigate them adequately (Mothotoane, 2011). A Hostel Redevelopment Programme aims at achieving six policy objectives namely:

- to promote humane living conditions for hostel residents;
- to include hostel residents, neighbouring communities and other stakeholders affected by the redevelopment in decision making processes;

- to promote social integration within hostel communities and also among hostel and neighbouring communities;
- to include plans for accommodating those who will be displaced by the redevelopment project;
- to initiate local institutions and administrative procedures into the system in order to sustain improvements and undertake socio economic development; and
- to embody a development that is orientated towards empowerment, participation and the promotion of economic opportunities.

Further to the objectives, the hostel redevelopment makes provision for various types of tenure options (Mothotoane, 2011), which are: a rental development scheme, an ownership development scheme and an alternative use development scheme. In terms of the Gauteng Province Department of Housing's Strategic Plan the key objective of the plan is to "*build an effective, efficient and caring government in the delivery of housing"* (Department, 2004-2009). To obtain the mentioned objective, the provincial housing department plans to:

- Improve the accuracy of the data on the waiting list in relation to beneficiary needs and profile in order to enable a better response to beneficiary queries and the planning requirements of the department.
- Provide a fully functional waiting list system that enables a better response to beneficiary needs and the planning requirements of the department.
- Improve the project management and monitoring of the implementation of all housing projects and programmes.
- Provide an effective and efficient beneficiary administration service.
- Ensure quality housing products.
- Capacitate Social Housing Institutions so as to accelerate housing delivery.
- Facilitate an enabling environment that allows delivery of Social Housing including facilitation of involvement of financial institutions.

- Facilitate an enabling environment the stabilisation of the Sectional Title environment.
- Phase out Special Needs Housing and facilitate interactions with provincial line departments.
- Create humane conditions and restore human dignity to residents.
- Improve the project management capacity of all projects implemented under this programme.
- Provide housing assistance to Department of Housing staff

The second objective of the strategic plan for the years 2004-2009 is discussed in the table below:

Table 1: Strategic Objective Plan (2004 – 2009)

STRATEGIC OBJECTIVE	KEY MEASURABLE OBJECTIVE
To facilitate, fund, manage the provision of tenure and appropriate quality services and houses	To address the 600 000 units backlog on basic services and infrastructure. To address rural housing needs in Gauteng. To deepen the involvement of communities as decision makers in the housing delivery process. To transform and redevelop hostels into affordable rental accommodation.
To densify housing on well located land as well as diversification of housing stock for various markets.	To focus on the development of Greenfield, well located, integrated, higher density housing. To facilitate medium density housing (rental, instalment sale and cooperative housing). To facilitate affordable rental accommodation (including upgrade of backyard rentals and non-transferable stock).
To complete all targeted time bound projects	To ensure the eradication of all informal settlements. Prioritise the creation of humane living conditions for Affordable Rental Accomodation (ARA) residents. To deliver Social Housing units in targeted presidential projects.
To facilitate and project manage the implementation of broad based Urban Regeneration.	To facilitate the regeneration and rehabilitation of Inner City housing (Better Building Programmes) as defined in the Municipal Housing Development Plans (MHDP's). To facilitate regeneration and rehabilitation of targeted urban environments in order to promote urban integrations.

Department of Housing (2004 – 2009)

An analysis of the project features as described by Burke will feature in the study, i.e., start and finish, life cycle, budget, uniqueness, the use of resources, and the communication of the project team, involved in the hostel upgrade, to see if the undertaken project met the expectation of the client. The paper shall analyse if the terms of the conversion of hostel blocks into units suitable for family accommodation, was adequately communicated clearly with all stakeholders. The research will cover, inter alia,

- A physical study of the Diepkloof and the Orlando West Women's (Mzimhlophe) hostel, which has undergone the conversion process in the City of Johannesburg Metropolitan Council, to determine the type and extent of the improvements.
- A demographics survey of the people residing in hostels will be conducted.
- Evaluation of the perception of the community living in proximity of the hostels and the beneficiaries of the converted block.
- Participation in the planning and in the redesign of the whole hostel area.

Important considerations that will guide the study with regard to measuring the impact of the upgrade of hostels will be, but not limited to:

- Affordability for the hostel dwellers.
- Single quarters and/or family units.
- Suitable financing for would-be buyers.
- Rental possibilities.
- Amenities like public spaces, crèches, transport etc.

All these aspects will be studied in order to measure the project communication effectiveness in achieving synergy and integration of all the project activities. Within this context the hostel upgrades can be defined as being intended to bring beneficial change and deliver a product that is aimed at satisfying the client's need (Burke, 2003). Burke borrows from the Body of Knowledge again and defines project management as: "*the application of knowledge, skills, tools and techniques to project*

activities in order to meet stakeholder's needs and expectations from a project." Again the literature speaks about coordinating activities in order to satisfy the expectation of the client, putting the aspect of communication centrally as it presupposes that the end product is a known and agreed upon product. The nine knowledge areas will be discussed in the literature review section of this study.

1.2. Background

Migrant Labour Hostels occupy a unique position in South Africa's physical and mental landscape. Home to as many as one million people around the country, they are largely invisible to the general public, known only as places of endemic violence (Thurman, 1997). They are the archetypal physical manifestation of three centuries of systematic racial discrimination and economic exploitation of South Africa's African population. The literature describes hostels as places where excluded communities exist in impoverished and degrading conditions. The essence of the intended study is to ascertain whether progress has been made in upgrading the hostel life environments and how significant the improvement is on the quality of life and the experience of living in a hostel establishment.

The migrant labour system has been in place in South Africa for approximately 200 years. A century before the birth of the Witwatersrand gold mining industry, generations before the evolution of the policy of Apartheid, the system whereby men oscillate between their home in some rural area and their place of work was already firmly established as part of the country's traditional way of working life (Wilson, 1972). During the 1870's, if not before, farmers in the Western Cape solved the perennial problem of labour shortage – which in previous centuries had been alleviated through the importation of slaves –by recruiting workers from wherever they could be found. Agents were sent to the Ciskei, the Transkei, to Mozambique and South West Africa, even as far afield as Cornwall and Germany, to bring back labourers for the vineyards and wheatfields of the small colony (Wilson, 1972). In general men were brought to the farms (and docks) on a contract basis (Wilson, 1972). But many of them, on the expiry of their contract which varied in length from 2 to 5 years, chose to settle where they worked and so ceased to oscillate between a

distant home and the place of work (Wilson, 1972). Others, of course, having saved some money and seen the sights went back from where they had come and did not return (Wilson, 1972).

Internationally the issue is slightly different in that migrant workers actually means foreigners working in foreign countries. The purpose of Kim's study was to examine the processes of migrant settlement in Korea and their acquisition of citizenship (Kim, 2010). Since the early 1990's, when migrant workers from neighbouring countries began to be officially admitted in Korea, the Korean government upheld a temporary rotation policy for migrant labour (Kim, 2010). Concerned about social economic burdens that the settlement of unskilled migrant workers might bring to the society, the government has maintained a restrictive immigration policy while limiting the rights of migrant workers (Kim, 2010). Nevertheless, a large number of migrant workers have prolonged their stay and have become long term settlers despite the lack of permanent residence and formal citizenship (Kim, 2010). Kim's study other area of focus was on how they have challenged Korea's policy on migrant workers, the study looked into the lives and experiences of long term migrant workers in Korea (Kim, 2010).

Kim's study suggests that the Korean administration began adopting migrant friendly policies from the year 2006. In the history of international migration to Korea, the year 2006 was a significant turning point both in terms of public discourse and policy making (Kim, 2010).

The tremendous changes in 2006 were triggered by a seemingly unrelated incident (Kim, 2010). In April 2006, a few months after he was named MVP of the Super Bowl, the American football player Hines Ward visited Korea, his mother's homeland (Kim, 2010). As his success story as a sports star was connected with the shameful truth of Korea's long ignorance and exclusion of biracial people, which had led his mother to decide to leave Korea with her two years old infant, the Korean public realized that his achievement would not be possible if he grew up in Korea (Kim, 2010).

Pre 1994 South Africa was characterised by racial prejudice and segregation which left noticeable inequalities between all race groups present in the land to date. One

of the most striking examples of this racial segregation was with regards to access to land and the land tenure regime enforced by the Apartheid regime.

The literature points the origin of the compound, barrack style hostels, which were poorly designed, being during the diamond mines of Kimberley from the 1880's. The migrant worker compound (hostel) was a key institution used in a system that regulated labour on mines in South Africa from the late nineteenth century (Rust and Rubenstein 1996). This labour arrangement was used in the main to regulate the flow of male workers from the rural homelands to the mines in urban areas. The single sex hostels that became battle fields in the last years of apartheid were a later form of the compound. A paper by Professor Dan Smit describes the long history of migrant worker hostels in South Africa. The following background to the migrant worker hostels quotes extensively from Dan Smit's paper cited by Rust and Rubenstein (Rust and Rubenstein 1996).

Hostels were initially provided to house and control migrant workers on the mines and quickly became an integral component of a system which attempted to keep wages low and to control African Urbanisation, by establishing a system of "oscillating migration" (Rust and Rubenstein 1996). It was quite cheap for the mines to provide space for large numbers of workers to sleep in. It was cheap to give them a diet of pap and sometimes meat (usually offal). It would cost a worker more to rent a room for himself, buy his own food and pay for transport as well in a normal employment situation. Therefore, in addition to cutting costs, hostel compounds also gave employers control over workers who tried to resist their low wages or conditions of work (Special Report Human Awareness Programme).

Two broad categories of hostels have been identified: those owned and run by the private sector (which generally but not always offer substantially better living conditions) and those which are owned and run by various tiers of government. Government owned hostels are, almost as a rule, characterised by overcrowding, drab living conditions, squalor, poor administration, poor maintenance, poor security and a high incidence of health hazards. Person a toilet ratio of over 100:1 and occupancy rates of 4 people per official bed are not uncommon (Rust and Rubenstein 1996).

In the decade following the end of apartheid, the South African government has implemented a series of neoliberal reforms designed to stabilize the economy after a long period of political and economic instability (Mathis, 2008). Reforms have also been influenced by a desire of redress for the wrongs of apartheid (Mathis, 2008). However, the effects of these two agendas of reform have been rather unexpected in many impoverished former reserves (Mathis, 2008). In these rural areas where communities are still governed by hereditary chiefs and have access to few government services, local manifestations of the South African state are characterised by the persistence of authoritarian forms of rule and the vast expansion of social welfare (Mathis, 2008).

In the post-apartheid era of declining employment, rural households have shifted reliance from migrant wages to welfare grants from the state and money from the proliferation of development projects (Mathis, 2008). Changing dynamics within the household regarding child care and the mobility of young women engaged in temporary or informal work has led to disputes between older and younger women over land, labour and income (Mathis, 2008). The collapse of migrant labour and widespread unemployment has increased the dependency of people on sources of aid which are focused on giving to local communities – where local is defined as a traditional community under the jurisdiction of chiefs. However, this construction relies on silencing a long history of struggle against attempts to restrict the access of black South Africans to land and political rights through any system except that of chiefs (Mathis, 2008). Memories of violence and collusion with the apartheid state by powerful members of these communities are pieces of history that are wrapped in silence and disabling of true reform, particularly as the stakes of holding onto rural land increase in light of growing poverty (Mathis, 2008).

1.3. Problem Statement

In South Africa, hostel dwellings are perceived to be one of the examples of the oppressive colonial and apartheid planning (Murray and Witz, 2013). Different authors have gone to the extent of drawing the comparison between the hostel development systems and those of concentration camps in Europe (Murray & Witz,

2013). In the current context, these sites have become the microcosm of most of the social and economic problems that the country is facing.

Government has therefore seen the need to rehabilitate these hostels through upgrading projects that will transform these buildings of desolation into decent housing units (Vearey, 2011). However, these upgrading programmes have experienced a mix success due to problems such as lack of funding and poor communication between stakeholders (Vearey, 2011). This research is therefore seeking to investigate the reasons of this communication failure and propose solutions that will attempt to improve collaboration between stakeholders involved in hostel upgrading projects.

1.4. Purpose Statement

The purpose of this research is to investigate factors leading to the problem that leads to a breakdown of project communication between stakeholders active in the hostel upgrading process. The paper will also interpret and analyse the findings of factors that lead to a breakdown in project communication. And finally we hope to present recommendations of strategies that can be adopted, in order to help address obstacles project managers face when resolving project communication bottlenecks in future projects. In terms of the Constitution of the Republic of South Africa (Act. 108 of 1996), The Municipal Systems Act (Act. 32 of 2000) and the Municipal Structures Act (Act. 117 of 1998), local authorities are encouraged to involve local communities and their organizations in local government matters. The legal framework of the Republic of South Africa recognizes the importance of citizen involvement in decision making.

1.5. Research Questions

The following are the research questions to be investigated.

3.2.1 What are the factors that lead to the situation of a breakdown in project communication?

3.2.2 What are the project communication trends that project managers employ in best practice scenarios?

3.2.3. What are the project communication strategies for consideration when embarking on similar projects in the future?

1.6. Conclusion

The chapter provides a background on the problematic of housing provision in South Africa particularly for the poor segment of the population. The section expands mostly on problems faced by hostel residents in the City of Johannesburg. It also indicates the needs and importance of having these hostels upgraded correctly for the benefit of the thousands of South Africans occupying them. The lack of upgrading methods is not the problems faced by the state but how to implement these methods effectively and to the satisfaction of the inhabitants. This chapter explained the problem statement, objectives of the research and the structure of the study report. It also shows the importance of finding a suitable upgrading method, or combination of methods, and also a suitable formula to implement effective communication strategies between stakeholders, taking into account that hostels have unique characteristics and different approaches for each should be considered carefully.

CHAPTER II: LITERATURE REVIEW

2.1. Introduction

The literature focuses broadly on the importance of communication in projects management, and explores the concept of stakeholder or community participation. Although the area of community participation has been studied to some great detail, there exist a gap on precisely what factors lead to a breakdown in communication and understanding between the project team and the client, which in this study refers to indigent communities.

The literature on the issue of hostels and housing provision for low income groups is littered with complexities that make any intervention to upgrade very difficult to implement. To review literature is important as it will help the researcher in broadening his knowledge and understand the contributions already made to his area of study by other researchers. According to Cloete (2001) the Housing Process as contained in the Housing Code was introduced to allow communities to actively participate in the provision of their own housing without the involvement of private developers, but with technical and administrative support from approved Housing Support Organisations. With this option facilitation grants are made available by government to kick start a housing project, and an establishment grant of R570 per beneficiary can be applied for the services of the Housing Support Organisation. Hostel residents acting as a community could use this route to obtain ownership and improve their accommodation through the backing of local authorities, a suitable NGO and a team of professionals as their Housing Support Organisation (Cloete, 2001). The solidarity of the housing community is of vital importance for the option mentioned above to succeed. However, in all cases seen in the literature, there seems to be divergence, selfish tendencies and political posturing hindering the hostel community from working in harmony with all stakeholders involved in the redevelopment programme process.

Therefore, the relevance of this study is crucial in that it attempted to understand the factors that lead to communication inefficiency experienced in hostel upgrade projects. The most common area that has been researched broadly is the area of Community Participation. The example of the experience of the consultancy team

with regard to the initiative to upgrade the Nguni Hostel at Vosloorus can be seen as a case of miscommunication between stakeholders (Bernhardt et al, 1992).

The Vosloorus Hostel Pilot Project began with the mandate given to the consultancy team by the Bisonbord hostel community to unite together with the Vosloorus Civic Associations (Bernhardt et al, 1992). What followed was a painstaking progress of the project to the point where it became clear that it was unlikely project objectives would be met (Bernhardt, et al, 1992).

2.2. Historical background of hostel upgrading in South Africa

In one of the meetings held in March 1991 where the following organisations were represented: Civic Association, Pan African Congress (PAC), Vosloorus Residents' Association, Azanian Peoples Organisation (Azapo), Africanist Women's Organisation, Chamber of Commerce, African National Congress (ANC) including its Women's and Youth Leagues, Idamas (Ministers Fraternal), National Congress of Trade Unions (NACTU), Congress of South African Trade Unions (COSATU) and Azanian Youth Organisation (AZANYO). The Council presentation took place on 19 March 1991 and it was at this point that what had begun as an employer funded project, became entangled in the complex politics of communities, Councils, hostels and political parties (Bernhardt, et al, 1992). The Councillors were furious with the project team. They expressed the view that contact with the Civic Association, or any other community groupings represented a crass undermining of their authority as Council and owner of the hostels (Bernhardt, et al, 1992). They clearly did not perceive contact with their officials as sufficient and felt that the project team had intruded on a Council prerogative without due regard for the appropriate procedure (Bernhardt, et al, 1992). The Council seemed extremely sensitive about community calls either for the demolition of the hostel or its total conversion of it into family units and were of the opinion that were agents of the Civic Association and the project team's intention was to displace all the men who wished to remain in single accommodation (Bernhardt, et al, 1992).

There was no persuading the Councillors that the project team's bona fides as representatives of employers rather than party political interests. A formal refusal

from the Council of the project team's application to build in the hostel was inevitable and followed some weeks later. In the meantime, the project team resolved to proceed with the consultation with hostel dwellers themselves in the belief that broad ranging support for the project would improve its prospects and might change the perspective of the Council (Bernhardt, et al, 1992). Bernhardt, et al, noted that it was perplexing and disconcerting to note that the Vosloorus Council together with the Transvaal Provincial Administration (TPA) has chosen to make its own arrangements despite the fact that the Nguni Hostel Upgrade Project had produced detailed technical planning based on an in-depth investigation of the complex range of needs. We can only assume that the decision to proceed with different plans was based on party political and other agendas. This illustrates the abandonment of service delivery projects, i.e. hostel upgrade projects, by the government because of the problems encountered in soliciting community involvement and participation. One other options provided by the Housing Code (2000) is the provision of grant funding from the central government for the upgrading or conversion of public sector hostels to create; (a) humane living conditions for residents; and (b) to provide affordable and sustainable housing opportunities on a rental or ownership basis for people earning a low income. The grant is provided in a form of capital subsidy in the amount of R16 000 per family or R4000 per person sharing facilities (Cloete, 2001). To qualify for support under this option, hostel redevelopment must:

- Be planned and executed in an inclusive and participative manner (a local negotiation group involving residents and other community interest groups must be established);
- Be based on a proper socio-economic survey to determine needs and affordability levels;
- Not result in the displacement of residents unless acceptable alternative accommodation arrangements can be made;
- Be sustainable in terms of ongoing payment of maintenance and services costs; and
- Maximise employment opportunities for residents and locals in the construction and maintenance phases of the redevelopment project.

The Special Report of the Human Awareness Programme (1984) opens with the following paragraph “Dissatisfaction with the relative expense and shortage of housing has contributed to a growing movement of protest and revolt in black townships”. The author believes that the situation has not changed much since 1984 as the number of service delivery protests are increasing yearly, and the grievances are almost similar, as they are about access to proper housing and issues of affordability and security of tenure and/or the lack thereof.

2.3. Theoretical Framework (Project Management)

Research has to be defined in the context of a conceptual framework. Badenhorst explains that a conceptual framework is particular to academic contexts. Conceptual framework helps the researcher to locate the theories and concepts that the researcher holds as valid to their study (Badenhorst, 2007).

According to Burke (2006), the discipline of project management can be described in terms of its component processes defined by the Project Management Body of Knowledge (PMBOK). The book enumerates nine knowledge areas embedded to project management, namely:

- Project Scope Management: is defined as the process required to ensure that the project includes all the work required, to complete the project successfully. It is primarily concerned with defining and controlling what is or is not included in the project, to meet the sponsors’ and stakeholders’ goals and objectives. It consists of authorisation, scope planning, scope definition, scope change management and scope verification.

- Project Time Management: includes the process required to ensure timely performance of the project. It consists of activity definition, activity sequencing, duration estimating, establishing the calendar, schedule development and time control.

- Project Cost Management: includes the process required to ensure that the project is completed within the approved budget. It consists of resource planning, cost estimating, cost budgeting, cash flow and cost control.

- Project Quality Management: includes the process required to ensure that the project will satisfy the needs for which it was undertaken. It consists of determining the required condition, quality planning, quality assurance and quality control (Burke, 2006).

- Project Human Resources Management: includes the process required to make the most effective use of the people involved with the project (Burke, 2006). It consists of organisation planning, staff acquisition and team development.

- Project Communication Management: includes the process required to ensure proper collection and dissemination of project information (Burke, 2006). It consists of communication planning, information distribution, project meetings, progress reporting and administrative closure.

- Project Risk Management: includes the process concerned with identifying and responding to project risk (Burke, 2006). It consists of risk identification, risk quantification and impact, response development and risk control.

- Project Procurement Management: includes the process required to acquire goods and services from outside the performing project team or organisation (Burke, 2006). It consists of procurement planning, solicitation planning, solicitation, source selection, contract administration and contract closeout (Burke, 2006).

- Project Integration Management: integrates the three main project management processes of planning, execution and control – where from several knowledge areas are brought together (Burke, 2006).

The above-stated areas will be more broadly dealt with in the main document, for our purpose currently we shall delve only in the communication aspect. The PMBOK describes Project Communication as: the process required to ensure proper collection and dissemination of project information. It consists of communication

planning, information distribution, project meetings, progress reporting and administrative closure (Burke 2006). Kerzner describes communication thus: "*Effective project communications ensure that we get the right information to the right person at the right time and in a cost effective manner."* It becomes clear that proper communication is vital to the success of a project. The communication environment is controlled by both the internal and external forces, which can act either individually or collectively. These forces can either assist or restrict the attainment of project objectives (Kerzner 2003). Kerzer lists the internal factors to include: power games, withholding information, management by memo, reactive emotional behaviour, mixed messages, indirect communications, stereotyping, transmitting partial information and blocking or selective perception. External factors according to Kerzner include: the business environment, political environment, economic climate, regulatory agencies and the technical state of the art.

The communication environment is also affected by: Logistics/ geography separation, personal contact requirements, group meetings, telephone, correspondence (frequency and quantity) and electronic mail. In a project environment a project manager spends 90% or more of the time communicating, i.e., making decisions, authorising work, directing activities, negotiating and holding briefing meetings (Kerzner 2003). Constant, effective communication among all project stakeholders ranks high among the factors leading to the success of a project. It is a key prerequisite of getting the right things done in the right way. As knowledge is power, sharing knowledge equals empowering every project stakeholder.

The benefits of using a project management approach, follows on from addressing the project needs of the project (Burke, 2006). The project manager is responsible for developing a plan through which the project can be tracked and controlled to ensure the project meets intended objectives (Burke, 2006). To do is effectively the project manager requires accurate and timely information (Burke, 2006). This information should be supplied by the planning and control system, which outlines the scope of work and measures performance against the original plan (Burke, 2006). Although planning and control systems will incur additional management costs, it should be appreciated that lack of information could be even more expensive if it leads to poor management decisions, mistakes, rework and overrun

(Burke, 2006). Listed below are some of the main benefits associated with a fully integrated project planning and control system (Burke, 2006):

- Client: The project manager is the project's single point of responsibility and the company's representative to the client (and other stakeholders). During meetings with the client the planning and control system will provide information about every aspect of the project (Burke, 2006). Clients prefer to deal with one person – the project manager – who is accountable. This gives them confidence that problems will be addressed and the project will be completed on time (Burke, 2006).

- Single Point of Responsibility: With the project manager responsible for the complete project, this should limit scope overlap and scope underlap (Burke, 2006).

- Estimating: The estimate forms part of the basis of the project plan. If you cannot estimate and measure it, how can you manage it (Burke, 2006).

- Critical Path Method (CPM): The critical path method calculates all the activities start dates, finish dates and floats (Burke, 2006). Activities with zero float form the critical path which determines the duration of the project – delaying a critical activity will delay the project (Burke, 2006).

- Fast Track: Bring a new product to the market quickly before your competitors (Burke, 2006).

- Schedule Barchart: Communicates the what, where, when and who.

- Project Integration: Co-ordinates and integrates the contribution of all the project participants.

- Reporting Interfaces: The planning and control system's database can be structured around the work breakdown structure (WBS) for project reporting and around the organisation breakdown structure (OBS) for corporate reporting (Burke, 2006). Without an integrated system the two reporting requirements would have to be processed separately (Burke, 2006).

- Response Time: Timely response on project performance is essential for effective project control (Burke, 2006). The project planning and control and control system can adjust the content frequency of the feedback to address the needs of the project, while the corporate systems may be less flexible (Burke, 2006). Consider the accounts department for example – they generally use a monthly reporting cycle where feedback on invoices may be four to six weeks behind time now (Burke, 2006).

- Trends: Projects are best controlled by monitoring the progress trends of time, cost and performance (Burke, 2006). This information may not be available to the project manager if the trend parameters are derived from a number of different functional sources and not communicated (Burke, 2006).

- Data Capture: If the project progress reporting is based on information supplied by the functional departments, the project manager cannot control the accuracy of this information (Burke, 2006). The problem here is that it may only become obvious towards the end of the project, that the reporting is inaccurate, by which time it may be too late to bring the project back on course to meet the project's objectives (Burke, 2006).

- Procedures: The planning and control system enables the project manager to develop procedures and work instructions which are tailored to the specific needs of the project (Burke, 2006).

- Project Office: Offers a centre for project management excellence (Burke, 2006).

- Close out Report: The performance of the current project will form the estimating database for future projects (Burke, 2006). If this data is not collected by the planning and control system it may be lost forever and you will live to repeat your mistakes (Burke, 2006). The closeout provides an effective mechanism to learn by mistakes and strive for continuous improvement (Burke, 2006).

- Marketing: Vendors can distinguish themselves by marketing their project management systems (Burke, 2006). If two vendors are offering similar

products at similar prices – then their selection may be based on the vendor who can demonstrate they can effectively manage the project (Burke, 2006).

Although there are many benefits from using project management techniques, senior management should tread carefully if the project management culture is not already established within the company, because the resistance to change could derail the project (Burke, 2006). The literature on project communication has not been written on widely in the discourse pertinent to hostel improvement projects, however there exist a plethora of literature in the public participation aspect of project implementation. Broader participation in decision making and in general management of resources gained currency from the end of the 20th century (Brown, 2014) when the "*dominant top-down expert driven management of natural resources was deemed to have failed"* according to Brown. This new model of broad participation appeals to role players of all political persuasions as it promised better decisions and more sustainable outcomes (Brown, 2014). Brown contends that successful examples of participation are mainly found in the local scale where intended goals are clearly defined and can be easily and practically managed. The success of such a project of participation is likely to occur where stakeholders are relatively homogeneous in terms of power relations and levels of education (Brown, 2014). There is little evidence that the participatory paradigm will be able to deliver the ambitious goals because ultimately participation means different things to different people (Brown, 2014).

The participatory paradigm is widely embraced as a form of protest to the previously dominant model of a top down approach, however it remains to be seen whether the participation of stakeholders in the process really do add value in achieving better results in the form of sustainable outcomes (Brown, 2014). Brown argues finally that expectations of the participatory paradigm were disproportionally ambitious and embedded in haste into national policies with the hope of the participatory approach achieving a transformative approach to development and produce sustainable outcomes.

Communication channels are described by Nickson and Siddons as the most important aspect of successful project management. Projects fail because of poor communication between stakeholders (Siddons, 1997). Section 4 (2) of the Municipal

System Act states that: it is part of the duty of Council of a municipality to encourage the involve the local community and to consult the local community about the level, quality and impact of municipal services provided by the municipality, either directly or through a service provider, and about the available options for service delivery. Section 5 of the same Act states that members of the community have the right to contribute to the decision making processes of the municipality, to submit written or oral recommendations, representations and complaints to the municipal council and to be informed of council decisions affecting their rights. The Municipal Structures Act 117 of 1998 requires that municipalities have a ward participatory system and that the Executive Mayor and/ or Committee report annually. It is evident that the South African legal framework extensively provides for community participation in the planning and implementation of projects and the input of communities should be incorporated in the final product to be delivered to such communities.

2.4. Conceptual Framework (Public participation, a critical process in South Africa)

Public participation or community participation is broadly defined in the literature. The research found out that there are different definitions of the concept, however there are recurring themes. One of the themes is that public participation should seek the involvement of those potentially affected by or would be interested in a particular decision (Chege et al, 2008). Those affected can be individuals, governments, institutions and companies that have public interests. The most important principle perhaps of public participation is that those affected by a decision have the right to be involved in the decision making process (Chege et al, 2008). Another important principle is that the participants are empowered and that their contribution should influence the decision regarding policies to be implemented. Mansuri and Rao cited by Mdunyelwa (2015) argues that the purpose of public participation is to enhance the involvement of the poor and the marginalised in community level decision making bodies in order to give citizens greater say in decisions that affect their lives. Burkey (1993) is also cited by Mdunyelwa (2015) as contributing thus to the discourse of public participation is an essential part of human

growth, that involves the development of self-confidence, pride, initiative, creativity, responsibility and cooperation without which all efforts to alleviate poverty will be immensely difficult.

Public participation is therefore a strategy that seeks to empower citizens who were initially excluded in decision making processes with the right to partake in the planning, design, implementation and evaluation of development projects and processes, to influence such projects and processes to meet their needs or interests (Abdelhalim, 2010). Community participation in development projects contributes to the redistribution of political and economic power, determines how information is shared, goals and policies are set, resources are allocated, programs are operated and how benefits like contracts and patronage are parcelled (Chege et al, 2008).

In order to achieve successful hostel redevelopment programmes, it is essential that the public participation model is developmental in its approach. As many hostel residents are poor citizens with low literacy levels it is important that an educational element is implemented. The redevelopment programme is mainly about changing people's lives for the better and not about renovating buildings only. Thurman (1997) alludes to this point by acknowledging that public participation ensures the central engagement of the hostel residents in the conversion and subsequent management of their homes. Without the developmental aspect the researcher agrees with Burkey (1993) that "efforts to alleviate poverty will be immensely difficult. The conversion of the buildings is as important as hostels were designed to be unattractive and uncomfortable; many have compared hostels to prisons, lunatic asylums and army barracks therefore the conversion of the buildings to aesthetically pleasing entities is crucial.

In order to evaluate that the public participation process has resulted in sustainable outcomes the key themes as listed by (Brown, 2014) should be present in the entire project process: These themes can be categorised in the following manner.

Acceptance: The hostel residents should first accept the introduction of the upgrade programme. To reach the stage of acceptance the implementing authority Johannesburg Social Housing Company (JOSHCO) and its contractors are obliged to embark on an information sharing drive to inform the hostel community of the proposed upgrade programme and work on establishing a resident committee to act

as a link between the hostel residents, the local authority (City of Johannesburg Metropolitan Municipality), contractors and other interested parties in the upgrade programme. Acceptance of the project will legitimise subsequent process, such as the relocation of residents and more importantly avoid spontaneous flaring of violent protest and the associated vandalism of upgraded units.

Early involvement: The early involvement of residents in the planning stage of the project in order to participate in the formulation of options like the types of units, the sizes of units to be built (according to their preferences) and the applicable rents attached to the unit type. Once there is consensus on the available and achievable options the participants will develop trust in the entire project, making discussions on aspects such as the scope of the work to be undertaken, the distribution of the available resources and the time frames. This community participation at an initial stage will facilitate the existence of the good relationship created by the openness of the participation process. The participants who have been engaged from the start of the project will take ownership of the programme and not feel manipulated into rubber stamping pre-set goals and objectives of the authorities.

It must be noted however that late involvement in a project does not automatically disadvantage the late participants. In projects were the interested community is not homogeneous the election of a resident committee is often firmly contested (Murray and Witz, 2013). In the case of hostel communities this is exacerbated by the lingering distrust of rival political party interests, with Inkatha Freedom Party (IFP) members competing with National Freedom Party (NFP) adherents for dominance as hostel traditional leadership (indunas) (Ziblim, 2013). Where the official elected representative of the area is from different party such as the African National Congress (ANC) or Democratic Alliance (DA) the project will be viewed with great suspicion (Ziblim, 2013). This lack of cohesiveness in the hostel community is often the reason for delays when resident committee have to be elected, because issues that don't belong to such forums as the redevelopment programmes become dominant and can threaten to derail projects in their entirety.

Representative and Inclusive: Public participation meetings should strive to be representative and inclusive (Frediani, 2013). In the course of this research, two meetings organised by Ward Councillors of both the Orlando West Women's Hostel

and the Diepkloof Hostel were attended. What was observed in these gatherings is that only residents from the hostels are invited to attend meetings dealing with the upgrading project; however, one of the objectives of the Housing Code of 2000 is to integrate the hostel complex with its surrounding neighbourhood. To achieve the intended integration, it is crucial that interested parties and groups from the surrounding area also be part of negotiations about the hostel upgrading programme.

The need for inclusiveness and representativeness is therefore pivotal in the public participation. It provides a certain legitimacy to the process and reduces the risk of contradictions (Frediani, 2013).

There are instances where upgraded units are not preferred by hostel residents and qualifying beneficiaries are sourced outside the hostel community. This is one of the reasons that causes conflict as hostel residents' view this as "outsiders" jumping the housing waiting list queue. In such instances the upgraded units are not safe for people coming from outside the hostel to live in, on the other hand the existing hostel residents do not meet the qualifying criteria to allocate such a unit. The upgraded unit ends up not being occupied. When a new beautiful house is standing empty anxiety sets in and that is when the upgraded units are invaded.

In terms of representation there is a concerted effort to reach as many community members as possible. Women and children are not excluded from participating. At the Diepkloof Hostel the Member of the Mayoral Committee (MMC) for Housing cited a case of a child headed household living at the hostel, and it was mentioned that the household will be amongst the prioritised beneficiaries of a RDP unit at the hostel. No objection was raised to this. The other group that was planned to be prioritised were the elderly.

Continuity in attendance: First price of having continuity in attendance is that the process of participation would be streamlined (Bolnik, 2010). This is ideal also for saving time and achieving progress. If new members of a resident committee are appointed then the project team will have to recap for the benefit of new attendees (Bolnik, 2010). Erratic attendance has the effect of slowing the project momentum down and also negatively affects the quality of input into the project. The project

team has to sustain the interest of the community groups that start the participation process in order to sustain the quality of input and feedback to their constituencies.

Able to voice opinions: By their very nature public participation forums should afford all participants with a voice. Public meetings should be held in environments that are relaxed and in venues that are familiar with the community concerned (Bolnik, 2010). A respectable hearing increases the legitimacy of the participation process, so the project team has to keep conduct community hearings at spaces that are comfortable for everyone to participate and air their views without feeling overwhelmed (Frediani, 2013).

Influence on decision making: As far as it is possible participants of public hearings should be able to influence the decisions on the project or policy being discussed (Chege, 2008). As in the case of an upgrade project, it is evident from the report of the deputy director of housing that most residents prefer to pay the least amount of rent payable. For the community meetings to gain legitimacy the choice of residents should be reflected in the decisions taken otherwise the residents often feel used to give projects an appearance of public participation, if their choices are not reflected in the decisions taken (Abdelhalim, 2010). When the decisions taken do not reflect the wishes of the hostel residents the attendance of future meetings is jeopardised as the community feel used to legitimise and validate decisions already taken on their behalf by authorities (Bolnik, 2010).

With the scenario of the Orlando West Women's Hostel, a show house was presented as a model of the upgrade project. The mostly elderly women accepted the unit type and explicitly rejected multi-storey walk-ups. JOSHCO's building of double storey and triple storey walk ups was viewed as a betrayal of the trust that the elderly ladies had in the upgrade project.

Transparency: The process of community participation should be absolutely transparent so as to gain the trust of stake holders involved in the process (Abdelhalim, 2010). The issue of beneficiaries of the upgrade programme should be open and transparent. The type of units, the eligibility and qualifying criteria should be openly communicated. With hostel upgrade projects the researcher has observed that the issue of sorting the waiting list and compiling lists of beneficiaries is handled haphazardly.

The construction phase should not go ahead until there is agreement on the types and sizes of units to be constructed based on the results of a socio economic survey. For instances, reasons for preferring a mixed housing option instead of RDP's only should be clearly explained before construction take place. If more negotiations are required, they have to be concluded and consensus on the type and sizes of units to be built has to reached to avoid unnecessary delays. The arrangement of the allocation criteria and the list of such beneficiaries should be communicated to build trust in community participation processes during the hostel upgrade programme.

Accountability: Public participation should have an accountability charter that all stakeholders should abide by (Abdelhalim, 2010). On occasions where conflicts arise it should be clear which stakeholder should be held responsible (Abdelhalim, 2010). As in the case of the Orlando West Women's hostel, preference for single storey two room and four room units was agreed upon, and the show house for the upgrade project at Orlando was presented and residents promised the same unit as the show unit. JOSHCO proceeded to build multi storey units which the elderly women did not prefer. JOSHCO's response was that their mandate was to provide a mixer of typologies in order to accommodate residents with different affordability levels.

Both JOSHCO and the community representatives must be accountable to disseminating honest feedback to the community when the project scope changes or new policy is implemented, when there are changes to what has been communicated before to the residents of hostels. Clearly continuity of attendance of project meetings and stability of the community representative committee, officials involved with the project and the community at large is imperative. Feedback should be an ongoing exercise to maintain the credibility of the involvement of the community and to safeguard the interest of the hostel community.

The Provincial Housing Department and the City of Joburg (represented by JOSHCO and its Housing Department) are equally responsible for upgrading of hostels. The residents had already registered on the provinces housing waiting list, however the City of Joburg undertook its own socio-economic survey and indicated that the allocations would be informed by the outcome of the socio-economic survey. In this regard there is confusion as to whether the residents who had registered with the

province would be prioritised or whether the allocations would be conducted purely on the basis of the survey.

JOSHCO's mandate is to provide accessible and affordable rental housing stock. In instances where there are indigent persons and unemployed persons who cannot afford rental units it was not immediately clear if the project undertaken by JOSHCO would exclude them.

Equally the resident committee should be held responsible for their constituents. The resident committee acts as a link of disseminating information between the project team and the residents of the hostel concerned. Should there be misunderstandings or lack of proper communication with the hostel community then the resident committee should be held accountable for such.

Accessible data and information: Meaningful public participation in the hostel upgrade project depends on the availability of all relevant data and information pertaining to the project to be undertaken (Chege et al, 2008). The record keeping of community participation meetings is shoddy. This researcher was unable to find minutes of previous meetings held. This makes it challenging to know exactly what issues were discussed and agreed to previously. To dispel rumours and miscommunication about the project all information regarding the project, names and contacted details of relevant stakeholders should be easily accessible in order to keep the interested parties abreast with project development.

The lack of knowledge of the hostel programme can slow down the progress of the redevelopment programme, making the information readily accessible can help to reach agreements especially when there are opposing interests in the redevelopment programme.

Human Resources: Stability and continuity of community participation processes is achieved when the human resources capital of all stakeholders is retained. Ideally the same officials that attend the community participation meetings should continue with all subsequent meetings so as to maintain inputs and scope of the deliberations (Ziblim, 2013). New participants can raise new issues and delay progress of the

hostel redevelopment programme. As far as it is possible the same consultants should be retained if consultants and / or contractors are utilised in the project.

At the Orlando West Women's Hostel the initial contractors made an undertaking to employ a certain number of residents and procure some goods and services (for example catering services) from the hostel community. The project came to a standstill for more than six months and eventually a new contractor was appointed. The new contractor was not obliged to honour the commitments made by the previous contractor as his mandate was to complete building the structures. A fresh process of introducing the contractor and negotiating new terms became necessary and the project was delayed even further.

Material resources: Hostel residents in general are citizens with low literacy levels. The use of pictures and other visual aids can help in furthering the understanding of the matters to be discussed. Pamphlets which explain the main thrusts of objectives of the meetings should be used more. Pictures and graphs that explain the allocation, qualifying criteria, different unit options and the applicable rentals of new upgraded units must be distributed at community meetings.

Adequate time: Participants of community meetings should be given adequate time to interrogate all aspects and recommendations presented of a hostel redevelopment programme in order to make informed decisions that are in their best interest. The Hostel redevelopment programme should put a time frame on when a consensus should be reached, of the types of units to be built at a specific hostel. Since the redevelopment of hostels require the relocation of residents to temporary structures, the affected residents should be given enough time to consider all options connected to their relocation and the timeframe of being allocated a unit.

Upgraded hostel units at the Diepkloof Hostel and the Orlando West Women's Hostel have been vandalised and have been occupied for an average of 4 years. With local government elections approaching in the next year (2016) there is now a concerted effort and drive to allocate the empty units. Without the need for public participatory engagements decisions can be made quickly. As there now seem to be a rush to have qualifying beneficiaries allocated upgraded units before the end of 2015.

Clear task definition: In the beginning of the public participatory process of hostel upgrade projects there must be an honest awareness raised of the planned upgrading project. Hostels are mainly being converted into family units by JOSHCO in conjunction with the City of Johannesburg Metropolitan Municipality's Housing Department, as affordable rental stock. Expectations should not be raised that all the converted units are to be fully subsidised RDP housing. The paying of rentals and the qualifying criteria used should be clearly communicated in order not to unduly raise the expectations of hostel residents.

JOSHCO's mandate is to provide quality affordable social housing, JOSHCO mainly services the part of the population earning between R2000 and R7500 per month no free houses are provided by JOSHCO, this message must be communicated in order to save time and provide only for those interested in applying for affordable rental accommodation to attend meetings where JOSHCO is the developer of housing units on behalf of the City of Joburg.

Citizens who participate in community participatory processes expect to receive products or outcomes that reflect their wishes. In the Hostel Redevelopment Programme people partake in meetings so as to receive a better housing product. Brown (2014) argues that outcomes of the public participatory process can be tangible of intangible. A tangible product of the hostel upgrade process is the allocation of a housing unit that meets the needs of the beneficiary concerned. In other cases public participation processes may have intangible outcomes as their objective. Community participation meetings can be arranged in order to foster improved working relations amongst stakeholders involved in a project; the other intangible objective of public engagement meetings is to inform and improve the knowledge of a community on project matters.

Cooperation from opposing groups can be attained during public meetings, more so in hostel communities where traditional models of leadership exist. Where residents are to be moved from existing buildings into temporary units, cooperation is crucial in order to facilitate a smooth relocation process. Public participation teaches us that negotiation is needed in order to reach a level of agreement of matters and helps in the planning and management of resources to be allocated to a specific project.

The public participation framework discussed above suggests that the community concerned should be able to voice their preferences, i.e., whether they want RDP or rental units provided by JOSHCO. The public participation process must empower interest communities to influence policy decisions and possibly change the products pre-planned, for example what type of unit (RDP) or rental units, the size of the preferred unit and whether they are single storey dwellings or multi storey walk up. The literature of public participation and low income housing paints a picture of a problematic relationship between housing development agents and the beneficiaries of low cost housing. Mdunyelwa (2015) notes that there is always social and political relationship problems in low cost housing delivery, however he is not certain whether these problems can be attributed to a lack of community participation and consultation or an abundance of these processes.

The South African legal framework provides for public participation in the public policy formulation and implementation processes. The Gauteng Department of Housing derives its mandate from the Constitution of the Republic of South Africa (Act No. 108 of 1996), the Housing Act (Act No. 107 of 1997), The Gauteng Housing Act (1998), The Rental Housing Act (Act No. 50 of 1999), The Housing Consumer Protection Measures Act (Act No. 95 of 1998), Prevention of Illegal Eviction from Unlawful Occupation of Land Act (Act No. 63 of 200), The Public Finance Management Act (Act No. 1 of 1999), The Housing Code and the political directives from the Executive Authority. The need for greater public involvement (Settlements, 2009) is in line with democratic ideals. A variety of public participation procedures exist that aim to consult and involve the public, ranging from public hearings to consensus conference (Rowe, 2000).

The National Housing Code of 2009 as well as the Breaking New Ground (BNG) programme advocates for a reinvigorated contract with the people and partner organizations for the achievement of sustainable human settlements (Settlements, 2009). The formulation of the Breaking New Ground policy sought to review the policy framework and introduce meaningful community driven initiatives and offer the National Department of Housing the opportunity to:

- Align existing housing initiatives, strategies and partnerships;
- Support community driven housing initiatives;

- Build social capital with designated communities;
- Partner with Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs) and Faith Based Organisations (FBOs) in the housing delivery process;
- Review policy instruments; and
- Replace the People's Housing Partnership Trust (PHPT) with the Enhanced People's Housing Process Programme (EPHP) and the People's Housing Process Programme (PHP).

Benson Koni's dissertation focuses on African women's movements for urban survival in Cape Town from 1975 – during the peak of apartheid when African women were banned from the city and forcibly removed to impoverish bantustans – to 2005, more than a decade into democracy where over 260 000 families were living in shacks in the City. Benson Koni's study focuses on resistance to forced removals in Crossroads – a famous symbol of defiance as one of the longest surviving squatter camps (Koni, 2009). The disjuncture between the critical and internationally celebrated role that women in Crossroads played in challenging apartheid, is juxtaposed by their current impoverishment, political marginalisation, and disconnect between theirs and subsequent women's mobilizing (Koni, 2009).

A Hostel can be defined as an establishment that provides for budget oriented, sociable accommodation where guests can rent a bed, usually a bunk-bed, in a dormitory and share facilities such as kitchens, bathrooms and living rooms (Wikipedia, 2015). In many parts of the world hostels refers to properties that offers shared accommodation to travellers.

Ramphele's account of hostels bewail the dismal conditions in the hostels as the result of poor planning and wanton neglect over the years. Judging from the accounts of residents about responses to their complaints, there does not seem to be much concern in official circles about the serious state of disrepair and overcrowding in these hostels (Ramphele, 1993). The official attitude is a serious source of frustration for residents, who are acutely aware of the relationship between their health status and the environment (Ramphele, 1993). Hostel accommodation is

undesirable, both aesthetically and conceptually (Lamont, 1987). The physical space which hostels represent is an affront to the dignity and wellbeing of residents. It is also important to accept that these hostels are likely to survive the historical process that has led to their establishment (Ramphele, 1993. Hence the upgrade of these facilities is significant to South Africa's transformation and the upliftment of impoverished communities.

The literature again suggests that stakeholder participation has not always been positive, taking Bernhardt's project team's experience with the Councillors, with regard to the upgrade project of the Nguni hostel. Heleba also refers us to a stalled hostel upgrade project in Cape Town. The reason the project came to be suspended was due to the infighting between the community forums that had been coordinating the hostel conversion programme. In this particular example Heleba points out that three years had passed since the hostel conversion programme, aimed at delivering hostel dwellers from dehumanising conditions, was suspended, due to disagreements about who should be voted on the community forum (Heleba, 2008).

Recently hostels have been associated with xenophobic violence in South Africa. This association has even prompted the minister of Human Settlements to pronounce that the government is contemplating abolishing worker hostels (Newswire, 2015), and turning the said hostels into social housing for specifically people under the age of 40 years. The violence emanating from the hostels prompted law enforcement agencies in South Africa and even the army to raid the hostels in search of weapons and other illicit items. A tenant interviewed at the City Deep Hostel confirms this by declaring that "*Hostels are known as places of violence"* (Mathoho, 2010).

2.5. Conclusion

In South Africa housing issues have been at the centre of the attention of the government. The history has proven that affordable housing is one of the main function of cities and the provision of housing to its poor sections of the community is crucial. The importance of finding a right approach to facilitate the provision of

housing in the country is therefore pivotal. Public participation is perceived to be one of the critical processes in which the state can meet the target of impacting positively on citizens' lives though the housing delivery. This method usually facilitates the inclusion of stakeholders' views and assist in building a strong consensus.

The literature review illustrates the importance of participation and collaboration between stakeholders to facilitate hostel upgrading. With the problems and challenges pointed out, it is therefore easier to develop a project plan and an implementation strategy that will in fact upgrade and improve the lives of hostel dwellers. Therefore, the state should take into account the remedies suggested by scholars in this field so that they can finally be successful in their upgrading attempts and be able to reach the goals they have set for the nation particularly with dealing with some of the legacy of the apartheid era.

CHAPTER III: RESEARCH METHODOLODY

3.1. Introduction

This chapter explains the research methodology used to carry out this study, in relation to the problem statement, objectives of the research, research questions and argument of the research. It also defines the geographical area where the study was conducted, as well as the study design and population sample. The significance of this chapter is that it presents the methods used to collect data for the research. It focuses on the description of the research approach, research strategy, data collection, data analysis, limitations of the research methods, and the ethical consideration of the research.

According to (Neuman, 2011), there are two main approaches to social research that is the qualitative and quantitative approaches. Each approach uses several specific research techniques (e.g., survey, interview and historical analysis), yet there is much overlap between the type of data and the approach to research (Neuman, 2011). Quantitative researchers are more concerned about issues of design, measurement, and sampling because their deductive approach emphasizes detailed planning prior to data collection and analysis (Neuman, 2011). Qualitative researchers are more concerned about issues of the richness, texture, and feeling of raw data because their inductive approach emphasizes developing insights and generalisations out of data collected (Neuman, 2011).

3.2. Significance of the research

The importance of this research is to contribute to the body of knowledge on the subject of challenges facing hostel upgrading programmes in the City of Johannesburg in South Africa from a management perspective. The study uses project management principles to propose remedies on how the programme can be improved.

South Africa is facing a huge challenge of reversing the legacy of colonialism and Apartheid with regard to providing adequate housing for the poorer members of the population with limited access or no access to homeownership in a formal dwelling (Khan and Thring, 2003). Section 26 of the Constitution of the Republic of South Africa Act, 108 of 1996, which reads as follows:

(1) Every-one has the right to adequate housing.

(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.

(3) No one may be evicted from their home, or have their home demolished, without an order of court made after considering all relevant circumstances. No legislation may permit arbitrary evictions.

Although much research has been made on the physical conditions of hostels and the living conditions of hostel dwellers, not enough knowledge exist on the importance of a proper communication strategy in the success of a hostel upgrading project. The viability of hostel upgrading project is without a shadow of a doubt determined by the extent to which community members and other stakeholders are involved in the planning process (Abdelhalim, 2010). This study is therefore needed to assess the potential outcomes with regard to the physical space, type of tenure and the impact on the quality of life of beneficiaries in (Abdelhalim, 2010)these projects, focusing on the role of project communication between stakeholders with different interests.

3.3. Research approach and strategy

This study used a mixed method that combined quantitative and qualitative approaches. A field survey questionnaire which was developed from the literature review was used for data collection. A review of existing literature was necessary because as Badenhorst explained, research is based on previous research, and therefore the literature review is the area where previous research is discussed and

current research is located (Badenhorst, 2007). The objective of a literature review is to obtain a sound perspective as to the work already done in the studied area so as to avoid repetition and/or duplication of what already exist in the body of knowledge.

A Quantitative research can be defined as the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect. It is used in a wide variety of natural and social sciences, including physics, biology, psychology, sociology and geology (Sukamolson, 2012).

A Qualitative research can be defined as a sort of exploratory research. It is utilised to obtain an in depth knowledge of the roots of a problem. It helps to understand the reasons or ideas behind a certain trend or problem to provide to the researcher the right tool to respond to a research question. The methods used in this approach usually include survey, interviews, collaborative participation, etc.

Therefore, in this study the information was collected through a well-structured questionnaire distributed to the respondents by the researcher. A descriptive survey was selected because it gives a precise account of the characteristics, for example behaviour, opinions, abilities, beliefs and knowledge of a particular individual, situation or group. This method was chosen to meet the objectives of this study, namely to determine the problems and challenges facing hostel upgrading, as well as possible remedies for these problems and challenges in the City of Johannesburg, South Africa.

The study also draws on statistical and other written evidence such as the Statistic South Africa, government policies and the increasing housing research literature on South Africa.

3.4. Research area

The study was carried out in the City of Johannesburg's two hostel complexes of Diepkloof and the Orlando West Women's Hostel (Mzimhlophe), South Africa. The

research incorporated officials from JOSHCO and housing department in the City of Johannesburg metropolitan municipality.

3.5. Population and sampling

A “population” consists of all the subjects you want to study. The target population is the group or the individuals to whom the survey applies. Population can further be described as those groups or individuals who are in a position to answer the questions and to whom the results of the survey apply.

The target population includes all employees from JOSHCO and housing department in the City of Johannesburg metropolitan municipality. Therefore, they are most likely to have in-depth knowledge of the problems and challenges faced by hostel upgrading projects in Johannesburg.

Sampling is the act, process, or technique of selecting a suitable sample, or a representative part of a population for the purpose of determining parameters or characteristics of the whole population. Two standard categories of the sampling method exist. These two categories are called probability sampling and non-probability sampling. Probability sampling is sometimes called random sampling as non-probability sampling is sometimes called non-random sampling (Locke, 2007).

Probability (random) sampling was used to select the respondents for this study. Local government officials and hostel residents were interviewed to get their opinions on the research problem. Mouton (2001) points out that probability sampling provides reliable means on inferring information about a population without examining every member. The ultimate purpose of sampling is to select a set of elements from a population in such a way that description of those elements (statistics) accurately portrays the parameters of the total population from which the elements are selected (Mouton, 2001).

According to Neuman (2011), qualitative researchers do not focus on a specific question, but should ask a question in a theoretically inquisitive and open ended settling in the process in order to allow the interview participants the opportunity to

adopt to the concept. Basically researchers follow the following steps when designing a research. Both the qualitative and quantitative researcher will:

- design a study,
- Collect the data,
- Analyse the data,
- Interpret the data, and
- Inform others

The slight difference is that the qualitative researcher is likely to collect, analyse and interpret data simultaneously (Neuman, 2011), and is likely to build new theory in the process between the steps. At the interpret data stage, qualitative researchers test hypothesis whereas the quantitative researcher tends to create new concepts and emphasizes on creating, constructing theoretical interpretations (Neuman, 2011). The last step, to inform others, is similar to both approaches but the report styles to present results to other people vary by approach (Neuman, 2011).

Below is a table showing simplified 7 steps design of the qualitative and quantitative approaches to research according to Neuman,

Table 2: Research Process

QUANTITATIVE RESEARCH	QUALITATIVE RESEARCH
Select a topic	Acknowledge social self
Focus question	Adopt perspective
Design study	Design study
Collect data	Collect data
Analyse data	Analyse data
Interpret data	Interpret data
Inform others	Inform others

Probability samples were used in this research. In both cases of the Orlando West and Diepkloof Hostels, the leaders who operate as headmen were approached. To

request a meeting with members of the hostel community. It is also telling that most times the *indunas* of hostels are mainly Zulu speaking. The researcher met with 6 young men who were interviewed. The interview was held outside one of the unoccupied units. Most of the unoccupied units' windows are broken. This revelation of many broken windows prompted the researcher to first start by asking if the group of men knew who had vandalised the units. To this one of the respondents present said: "it was us, the community who vandalised the houses because people of outside the area, who can afford to pay rent had somehow managed to jump the queue and be prioritised over people who could not afford. From there onwards it was back to the pre-set questions.

Alan Bryman (2012) in his fourth edition explains that when collecting data to answer the research questions, methods such as *participation observation* including *semi structured interviews* may be utilised to broaden the understanding of the concept and theories can come out of the data (Bryman, 2012). Structured interviews should have a set number of questions. Bryman also teaches that it is unfortunate that researchers ask the same questions and the kind of questions posed in questionnaire and interviews (Bryman, 2012). Research questions are those designed to reveal the purpose of the study or investigation (Bryman, 2012).

For the purpose of this study the residents of Orlando West Women's Hostel and of the Diepkloof Hostel were purposely interviewed to garner the factors that led to the upgraded units remaining unoccupied based on the experiences of the residents concerned. The results of these samples will not however be generalised to all hostels under the jurisdiction of the City of Johannesburg Metropolitan Municipality as the types of hostels are vastly different as the Orlando West Hostel housed mainly female residents and the Diepkloof Hostel is dominated by men. The sampling method consisted of selecting units (e.g., of people or organisations) from a population of interest so that by studying the sample a researcher may fairly generalise the results back to the population from which they were chosen.

Sampling has two main categories which are Probability Sampling and Non-probability sampling: Probability sample is a sample in which every unit in the population has a chance of being selected in the sample, and this probability can be accurately determined (Sampling (statistics) - Wikipedia, 2015).

Non probability sample is any sampling method where some elements of the population have no chance of selection, or where the probability of selection cannot be accurately determined (Sampling (statistics) - Wikipedia, 2015).

The sampling process comprises of several stages:

- Defining the population of concern: In this study the population of concern are the communities that stay in hostel complexes that have undergone a revitalisation/ upgrade programme where the upgraded units have remained unoccupied for lengthy periods.

- Specifying a sample frame: As discussed above the researcher physically visited two sites, i.e., the Orlando West Women's Hostel and the Diepkloof Hostel and requested to meet with the hostel community leadership. After explaining the purpose of the research the hostel community leadership arranged for this researcher to meet with member of the hostels where interviews were conducted.

- Specifying a sampling method for selecting from the sample frame: This researcher did not make any specific requests on whom should be asked to attend the interview. The hostel leaders were relied on to find people staying at the hostel complex, who had the knowledge and experience of why the upgraded units remained unoccupied.

- Determining the sample size: As explained before the size of the samples was depended on the willingness of people to participate. In the first meeting with the old ladies of the Orlando West Women's Hostel there were 4 women present. At the Diepkloof Hostel 6 young men were present for interviews. Officials from the City of Johannesburg's Social Housing Company (JOSHCO) were met at the community meeting held at the Diepkloof Hostel Hall.

- Implementing the sampling plan: As agreed with the hostel community leadership meetings with willing participants were held in one of the hostel units and a frank question and answer sessions were held. The only issue was that the interviewed participants expected this researcher to actually take the issues raised to the relevant City and Provincial Authorities. Again the

researcher had to explain that the purpose of the sessions was academic only.

- Sampling and data collection: Participants of the interview sessions did concede that meetings were held on a number of occasions before upgrading was done but no minutes could be produced for these. When one approached the authorities for minutes of community meeting, the minutes cannot be produced. It is difficult indeed to find any records of past meetings regarding the upgrading programme.

- Data which can be selected: Data which is selected and used in this study is mainly from the researcher's observations during the site visits and the responses given by the participants of the interview sessions.

The researcher attended a meeting held on the 18th of October 2015 at the Diepkloof Hostel to get first hand in information to augment data already sourced from the two sets of interviews held with the residents of both the Orlando West Women's Hostel and the residents Diepkloof Hostel. Before the meeting was officially opened, the traditional leaders of the hostel compound wanted to know who had the legitimate right of presiding over the meeting. The ward councillor intervened and advised that meeting was not a partisan rally but a governmental matter that would be presided over by himself since his office was the organiser of the meeting to share important information with residents.

To calm emotions even further it was resolved that the stage / podium be shared by the leadership of the community. The hostel leadership is mainly made up of Inkhatha Freedom Party and National Freedom Party members. As the indunas were introducing themselves the issue of whom should lead the proceedings was again hotly debated as other hostel leaders felt that the City of Johannesburg's officials, i.e., the Ward Councillor and the MMC, were supposed to be leading the meeting and not the other way around. The meeting waited as the leaders spoke in hushed tones and eventually it was agreed that this was a community meeting and that all the leaders at the podium were in fact equal presiding officers. The meeting was opened with prayer and the MMC addressed the community.

The first and burning issue discussed was the lack of electricity in the hostel complex. The MMC assured the meeting that the City of Johannesburg's have appointed service providers to assess and start the business of installing electricity connections for the entire hostel compound. The residents confirmed that they have seen vehicles in the area looking at the electricity infrastructure. The MMC urged the community to allow the contractors assistance if they needed it, as the contractors were there to assist the community.

The temporary housing units provided when residents were moved in order to make way for the upgrades were not acceptable and were of poor quality material. A lot of these temporary units have fallen apart leaving people living in them exposed to the elements. The Housing Department of the City of Johannesburg was aware of complaints received of the boards of these units being vulnerable during the rainy seasons to an extent of developing holes and doors expanding and not being able to open or close during the rainy season. The people who agreed to move into the temporary housing units were in effect now destitute because of the unreliability of the temporary structures.

The MMC admitted that the selected option of the newly upgraded units being rental units was ill advised and a plain mistake on the part of the authorities. This was because the intended beneficiaries at the time rejected the rental option, protesting that they were living for free before and were moved to upgrade the units and be given the units for free. When it was announced that the units are actually rental stock, they hostel community resisted and vowed that no one will occupy the units as this constituted fraud, in that the original inhabitants lived in the demolished units for free and they were now expected to pay while other beneficiaries were relocated to free houses.

Another factor that has created a challenge for the authorities is that the number of people to be housed has increased since the first audit was conducted in 2008. The original people whom were moved into the substandard temporary units were 91, however during a recent survey it was found that now there are 142 households that need to be housed. Out of the 142 households only 29 people appear on the original audit of 2008. The rest (62) of the people now occupying the temporary units were invited by the original people moved to make way for the upgrades.

The MMC explained that the City of Johannesburg then decided to prioritise the original 29 people when new allocation are to be made. Of the total 29 people, 18 families have agreed to be moved to a new area where they will receive a house for free. Area that are available are Fleurhof (a brand new suburb) just north of Orlando West and Vlakfontein (a mainly low cost residential area) south of Lenasia. 2households were found to be earning more than R3500 and did not qualify for free houses. The MMC emphasised that it was not fair that new people, who are tenants and paying rent to the original recipients of the temporary units, to be considered for the housing allocations that were to happen now.

There were 115 units that had been earmarked to house the people of Diepkloof Hostel. A 100 of the units were located at Fleurhof and a further 15 units were at Vlakfontein. During the allocation process, a fresh round of door to door surveys will be undertaken of the entire Diepkloof Hostel. The elderly will be prioritised, but the criteria of whom had stayed the longest will be the main factor. The local indunas will assist the City authorities in verifying people whom had been at the hostel the longest. Surveys are to be conducted in the afternoons in order to cover those who are employed. The residents were urged to work with officials by opening their homes during the verification process. The Mayor of the City of Johannesburg Metropolitan Municipality had identified the relocation as a priority project and the 115 houses must be allocated to deserving recipients by the 15 of December 2015.

The other item discussed was the rental units which had been vandalised. The City and the Provincial Housing Department admitted that the option of providing rental units at the hostel was a huge mistake. To start with the people who had agreed to move into the temporary units were not paying rent. They moved to make way for the upgrades thinking that they would be beneficiaries of the new units. The new solution being explored now was looking at changing the rental model into a rent to buy option. The matter has not been settled yet as there were still discussions with the Johannesburg Social Housing Company (JOSHCO).

There were currently 60 rental units at the Diepkloof Hostel. Only residents of the hostel will be considered when allocating the 60 rental units. There are currently 94 families that have applied to occupy the 60 rental units, and it is obvious that not everyone will be allocated a unit. It was said that the allocations would be done on a

first come first served basis, as the units were standing empty and not every person who has applied will be approved or would qualify to be accommodated in the rental stock.

The JOSHCO official who dealt with project managing the hostel upgrades response was that there had been adequate information sharing and access and participation overall regarding the hostel upgrade programme. For instance, he pointed out that before any project was undertaken there are usually socio-economic surveys undertaken. These surveys were the first step of the communication process, because the criteria of qualifying are dealt with in detail. Since JOSHCO projects invariably leans towards the rental option, being open in the beginning regarding the qualifying criteria is crucial for the success of the upgrade project, especially if the new units are to be built close to the old existing one.

The main reason for the delays in handing over the competed units to qualifying tenants was the issue of poor planning. The City of Johannesburg's departments and its agencies were not in sync and always experienced problems once the upgrade projects were completed and it suddenly comes to light that not all processes had been followed. An example is when the units have been completed and occupation certificates are required by the NHBRC. Then the project team has to revert back to contractors to submit the required building plans and or site development plans for approval. To mitigate against these weaknesses a more effective high level stakeholder coordination is required within different spheres of authority.

From the City of Johannesburg, the researcher interviewed the deputy director responsible for hostel redevelopments. Asked if there was sufficient communication with the hostel community he responded by saying that the local and provincial authorities learnt later to involve the self-appointed hostel leadership (indunas). In the early stages of the hostel upgrade programme, the authorities had prioritised the officially elected local representatives who happened to be Ward Councillors from the African National Congress (ANC) and ignored the hostel leadership who are mainly from the Zulu ethnic group and aligned to the Inkatha Freedom Party (IFP). The neglect of hostel indunas gave rise to resistance and accusations of exclusions based on political alignment.

Furthermore, the Provincial Human Settlement department's prioritised the "dumping of infrastructure" by providing services and upgraded units on land that was not properly zoned. The formalisation of hostels and compliance with relevant planning processes always happened after the settlements were upgraded. This situation is difficult to explain to intended beneficiaries; because once the houses have been completed people are anxious to be allocated units and are ignorant of the technical aspects such as township establishment processes. The deputy director just as the JOSHCO official lamented the lack of coordination between all the relevant departments in streamlining the processes. The hostel upgrade programme is one of the Mayors priority target areas; however, coordination and co-operation between departments was week.

The biggest problem hindering the successful handover of new units was that the newly built units are categorised as Social and GAP housing units, which require that the owners either rent out the units outright for R750 or rent to buy the units. The hostel communities have largely rejected these options and proclaim that they have always been promised fully subsidised units wherein they would only be liable to pay for services such as rates and taxes, water and sewerage and electricity. The authorities have learnt a lesson and now are providing a mix of fully subsidised units together with rental stock. For example, the redevelopment of the Diepkloof Hostel will provide a total of 500 new units of which 377 will be fully subsidised (free) and 123 will be rental stock.

Moving forward the City of Johannesburg will involve the hostel leadership (indunas) in the project from the early stages, in order to ring fence, the people who should qualify for the units. This is so that people who are fresh migrants to the hostels are identified and stopped from jumping the que of allocation. To this end an Induna Forum has been established to track to movement of people and keep a register of people who are audited and meet the criteria of being allocated a unit based on their socio-economic status.

There was a need also to prepare and approve Precinct Plans dealing only with hostels in order to move away from providing dormitory residential complexes. In order to change the character of hostels all facilities such as places of worship, shops, schools, etc., should be planned and provided as required to introduce

economic, social and cultural activities within the hostel precincts and facilitate for sustainable human settlements.

3.6. Data collection

In this study the questionnaire was used to collect the primary data. The questionnaire was designed and developed according to the problems and/or challenges revealed by literature and also based on discussions with various lecturers from Wits University in the department of Management, who provided feedback on the draft questionnaire.

This paper shall take the qualitative approach, interviews and observations will be used to collect data of the case studies that form the concept of the proposed research report. Factors that have contributed to the vandalising and inoccupation of the Orlando West Women's Hostel and the Diepkloof Hostel will be studied. The paper shall rely mainly on the experiences of hostel inhabitants and studies already conducted with regard to the hostel upgrade projects intended to bring dignity and improve on their quality of life. Government officials will be also interviewed to draw again on their experience of how project communication has assisted implementing the projects.

In a qualitative study tools such as semi-structured interviews, observations, questionnaires, formal and informal meetings and document analysis can be used to collect primary data. This method of data collection is similar to how Blaxter (2010) and Yin (2009) as cited by (Ubisi, 2013) conceptualise "Triangulation". Triangulation is defined as requiring the usage of multiple data collection tools to gather information. When I met the Ward Councillor of the area I was struck by how young he was, in his early thirties. The Councillor lives in the area, possibly in a hostel unit, and is also a business man running a convenience store in the hostel compound. I was received warmly, and duly introduced myself and the reason for my visit. The Councillor is a very generous man, because he has undertaken to organise me a meeting with different stakeholders who has an interest in the project, i.e., senior citizens, middle aged citizens and the youth. The meeting of various stake holders

with the Councillor also added a case study dimension to the data collection techniques of this research paper.

As the Councillor had promised, a meeting with 10 women aged between 50-70 years of age was held in one of the houses. The women have stayed in the very same hostel compound for some time. These ladies know the history of the area since the 1970's. The start of the formal interview process is nearly thwarted when I introduce myself as a student, and continue to declare the privacy and reason for my visit. All of the participants' sigh heavily when I mention that the material that I will collect is to be utilised in an academic exercise only and that the university will be the owners of the contents of the report asked and the responses provided: The first question related to the whether all the stakeholders informed of the upgrade project. All the participants answer yes to the first question. The participants remember what they term a socio economic survey conducted in 2001 and again 2007. The survey was again conducted to ascertain what type of unit the residents of the Orlando West Women's Hostel preferred. The residents were presented with two unit options. Either a two roomed or a four roomed unit. The older people were very wary and sceptical of choosing the four roomed unit because they feared the affordability of the bigger unit. By then most people stayed in two roomed units, hence a bigger unit was construed to mean a high applicant rent and maintenance costs. On this score it can be assumed that communication was conducted from the early stages of the hostel upgrade process.

The house in which the interview was held was actually used as a show house to showcase the advantages of a four roomed unit. Begrudgingly the four roomed unit model was adopted and everyone was promised a 4 roomed unit. Since not all the people surveyed could be allocated on the existing compound, other areas for relocation identified were Pennyville, Braamfischerville and Lehae. There was consensus between all stakeholders that the younger people would be relocated to the mentioned "new areas" and that the older people would remain in Orlando West, as this place was well serviced. Orlando station is located a stone throw away from the women's hostel. To the north the compound is bordered by Soweto Motorway, to the east you find Kliprivier Road, another major transport route of the area. The Orlando stadium is located approximately 400 metres south east and along Kliprivier Road. The other important consideration was that the older ladies had established

relationships which were dependable in the nearby suburbs. Going to a new area and starting new relationships with a predominantly youthful generation was just not appealing, and definitely not an option. A lot of people were relocated to Lehae, where they were allocated free new houses.

The third question posed dealt with why in their opinion were the upgraded units still unoccupied. The main reason why the units were unoccupied was that the units are reserved for 40 grannies. There were about 20 grannies from the area whom were known, and that they were beneficiaries was common knowledge. The other 20 houses' beneficiaries were grannies from outside the existing compound and the participants could not say who they were.

The other reason that contributed mainly to the situation of having unoccupied units was, because the Department of Human Settlements dragged its feet with allocating the units. Community members invaded the units after they had remained unoccupied for almost 2 years after their completion. There were further squabbles between members of different political parties, most notably the rivalry was between members of the African National Congress (ANC) and the Inkatha Freedom Party (IFP). One group (IFP) is still pointing fingers at the other group (ANC) and claiming nepotism in accordance with political affiliation the manner in which the units where allocated.

The fourth question asked whether there is still contact with the relevant authorities; the meeting agreed that in their opinion their communications channels are still open and working. They pointed to the fact that the MEC of Human Settlements acted swiftly when alerted to the brazen invasion of units taking place. A security firm was appointed to evict the invaders and guard the units until the qualifying beneficiaries occupy the units. To date 84 new units were built and 44 have been allocated to residents from the old hostel and outside beneficiaries. The remaining 40 which has been empty for more than 2 years, which led to invasion and vandalism is to be elected to indigent elders from the same hostel and others who are currently not residing at the Mzimhlophe Hostel.

Other officials from both the Provincial Housing Department, the City of Johannesburg Metropolitan Municipality (Housing Department and the Johannesburg Social Housing Company) have visited the Mzimhlophe Women's

Hostel on numerous occasions. A new request from the residents is that since the majority of people staying there are elderly women, they do not prefer the new multi storey walk-up units. What they prefer is the single storey design of four rooms as agreed to in the initial meetings held between 2003 and 2006.

The fifth and last question asked what in their opinion how can communication be improved to avoid similar scenarios in future. The answer was that there are a number of areas that should be improved, in order for the City of Johannesburg to adhere to good Project Management principles. One of the major factors why projects don't meet expectations is the constant delays of paying contractors.

The project of hostel improvement should be more streamlined and focused. It is not advisable to embark on a project of this nature by starting upgrades at four different sites at the same time. One site should be tackled in order to build expertise and learn lessons. Once you have improved and mitigated risks learned with the pilot project, only then should you move to the next one and so forth.

3.7. Instruments of data collection

A questionnaire was chosen as a means of the data collection instrument in this study. A questionnaire is a research instrument consisting of a series of questions and other prompts for the purpose of gathering information from respondents.

Data was collected with the assistance of a questionnaire to establish the problems and challenges facing the upgrading of informal settlements in South Africa, Gauteng. Questionnaires were selected for the following reasons:

- A questionnaire is the main means of collecting quantitative primary data.
- A questionnaire enables quantitative data to be collected in a standardized way so that the data are internally consistent and coherent for analysis.
- A questionnaire ensures standardization and comparability of the data across interviewers, increases speed and accuracy of recording, and facilitates data processing.
- They offered the possibility of anonymity as the respondents were not required to fill in their names or contact details

- The questionnaires were less bias as they were presented in a consistent manner.
- They require less time and energy to administer.

The respondents were composed of JOSHCO officials and randomly selected hostel residents from Diepkloof and Orlando West Hostels. The respondents were assured of anonymity of their responses. The questionnaire consisted of …. Sections A, B, C and D. Section A was aimed at gaining demographic data such as sex, age, level of education etc. This information would assist the researcher when interpreting the results; Section B aimed at establishing the challenges and problems facing the upgrading of informal settlements; Section C aimed at establishing the challenges and problems facing In-situ upgrading of informal settlements; while Section D of the questionnaire explored remedies that can be implemented for overcoming the problems and challenges facing the upgrading of informal settlements in Gauteng, South Africa. Instructions and guidelines were attached to the questionnaires to guide the respondents on how to answer the questionnaires

However, the respondents might not reflect their true opinion when answering the questionnaire but might answer what will please the researcher, and valuable information's may be lost due to this.

Out of the 50 questionnaires sent out, 33 were received back which represent 66% response rate and all the 33 were usable which were 66%, which formed the basis of this study. This was considered adequate for analysis based on the assertion by (Moser and Kalton, 1971) that the result of a survey could be considered as biased and of little value if the return rate was lower than 30 to 40%.

3.8. Data analysis

After the data was collected, it was organised and analysed by the researcher. The data presentation and analysis made use of frequency distributions and percentages of all the respondents. Frequency tables were drawn and from there the data was presented in graphs and tables.

Recorded interviews with local authority officials, the project managers of the upgrading project and the intended beneficiaries will be the main sources of data collected to answer the main research question of; what are the factors identified that lead to communication breakdown during the project life cycle. Records of meetings with the intended beneficiaries of the hostel upgrade will be scrutinized to verify if there was a common understanding of the project objectives. A meeting called by the Ward Councillor and the MMC of housing was also attended by the researcher where the allocation of upgraded units was discussed.

Interviews are a common method of collecting data in quantitative studies, this study adopted structured interviews in order to encourage participants to talk freely about their experiences, and the researcher was able to collect valuable raw data from this approach. In this regard purposive sampling will be used to select members of a difficult to reach, specialised population as espoused by Neuman (2011). It is asserted that hostel upgrade programme beneficiaries can be viewed as a difficult to reach population, hence the choice of the purposive sampling method. Open ended questions were formulated in order to allow the respondents to talk freely about their experiences.

The data analysis stage is fundamentally about reduction, that is, it is concerned with reducing the information gathered to extract sense from it (Bryman, 2012). In essence the data analysis stage is concerned with searching for substance and consolidating data into categories. Unless the researcher reduces the amount of data collected, for example, in the case of qualitative data by providing tables or averages and in the case of qualitative data by grouping textual material into categories into themes, it is more or less impossible to interpret the material (Bryman, 2012).

Another issue to keep in mind with data analysis of either primary or secondary data is that; with primary data analysis the researcher responsible for collecting the data should conduct the analysis of the data (Bryman, 2012). Secondary data analysis happens when someone analyses the data collected by someone else (Bryman, 2012).

3.9. Limitations of the study

This study is limited to the City of Johannesburg specifically at Diepkloof and Orlando West Hostels. Residents from the two mentioned hostels were interrogated as well as other government officials and NGOs involved in human settlement matters particularly in hostel upgrading programmes.

3.10. Ethical consideration

Ethical considerations in the field of research are important, not only to protect the researcher, but also to ensure the integrity of the researcher (Ledwaba, 2012:27; Homan, 1991:148). Agulanna (2010: 208) highlights that ethical standards in research entails, that prospective research participants be fully informed of the nature, procedures, risk and benefits involved in a research and that their participation in the research not be coerced or forced (Ledwaba, 2012:27).

Consent from respondents was obtained prior to them completing the questionnaires. Informed consent is defined by Burns and Grove (1993:776) as the prospective subject's agreement to participate voluntarily in a study, which is reached after assimilation of essential information about the study. The subjects were informed of their rights to voluntarily consent or decline to participate, and to withdraw participation at any time without penalty. Subjects were informed about the purpose of the study, the procedures that would be used to collect the data, and assured that there were no potential risks or costs involved.

Anonymity and confidentiality were maintained throughout the study. Burns and Grove (1993:762) define anonymity as when subjects cannot be linked, even by the researcher, with his or her individual responses. In this study anonymity was ensured by not disclosing the patient's name on the questionnaire and research reports and detaching the written consent from the questionnaire. When subjects are promised confidentiality it means that the information they provide will not be publicly reported in a way which identifies them (Polit & Hungler 1995:139). In this study, confidentiality was maintained by keeping the collected data confidential and not

revealing the subjects' identities when reporting or publishing the study (Burns & Grove 1993:99). No identifying information was entered onto the questionnaires, and questionnaires were only numbered after data was collected (Shilubane 2009; Polit & Hungler 1995:139).

A written letter of permission to carry out this research study was obtained from the University of Witswatersrand, Department of Management which was affixed to the sent out questionnaires.

3.11. Conclusion

This segment of the research described the research methodology used for the study, including the population sample, data collection instruments as well as strategies utilized to ensure ethical standards. The next chapter of this study presents the data analysis and discussion of the data.

The researcher has interviewed residents of both the Orlando West Women's Hostel and the Diepkloof Hostel. Interviews have been held with officials from JOSHCO and the Council's own Housing Department. A meeting addressing problems and chatting a way forward was also attended. Various reports and official housing policy documents have been consulted. The purpose of gathering primary data in the fashion explained is to ensure that data was collected from a sample that adequately represents stakeholders involved in the upgrade programme. This researcher is satisfied that purposive sampling methods have been employed in this study. Since this study is an exploratory study the researcher will be mainly concentrating on the qualitative approach and document analysis to gather the required data.

Various journal articles and research papers on community participation have been consulted and points to competing interests between municipal authorities and the communities whose housing problems the authorities try to address. Providing rental units where people had been living without paying rent and services is one of the major problems. In many instances upgrades to hostel units require the demolition of existing structures and the relocation of existing tenants to temporary often poor quality structure. Naturally the expectation would be that the upgraded units would

also be fully subsidised or free RDP housing units provided. However, in the case of the Orlando West Women's Hostel and the Diepkloof Hostel, the upgraded units built on the sites where old free units once stood and delivered as social housing units requiring rent. This model has been widely rejected by the communities concerned.

CHAPTER IV: DATA PRESENTATION

4.1. Introduction

In this section of the paper data that have been collected on the research are used to gauge the practice of communication methods and their effectiveness on the hostel upgrade programme. The data collected will be organised to make in tables so as to draw similarities of the responses received from interviews. As it has already been stated above meetings with the residents of the Orlando Women's Hostel and the Diekloof Hostel were held. The groups present during these meetings were informed of the purpose of the interviews conducted. The researcher also held interviews with officials from JOSHCO and City of Joburg's Housing Department. It is again crucial to look at the Housing Code's policy principles regarding the Enhanced People's Housing Process Programme (EPHP). The EPHP advocates for; (a) community decision making; (b) community contribution and (c) partnerships and leveraging additional resources. It can be said therefore that the Housing Code's EPHP is designed to facilitate the flow of resources to poor communities and provide mechanisms that are accountable and responsive to a participatory approach to housing delivery. The responses to interview questions asked to the above mentioned groups are now summarised in the tables below.

4.2. Data Presentation

This sub section present in a table format the data collected for the purpose of this research topic (Annexure C).

The general overview of responses pointed to that stakeholder engagement has occurred before and during the redevelopment programme. The residents are sceptical that authorities would deliver on promises and assurances made during these engagements. The officials point to technical bureaucratic processes as reasons why the projects are not completed successfully. What is evident is that better corporation between all spheres of government is crucial in order to streamline the hostel redevelopment programme and avoid duplication that result in misuse of

resources, such as the appointment of different agents and contractors to facilitate the same project.

One of the reasons that threaten the viability of the redevelopment programme is non-payment of upgraded units. Unemployment is the main driver of residents not being able to pay rent and services. Currently most residents of the Orlando West Women's hostel pay rent of R85 per month and to many the proposed rental of R750 per month would simply be unaffordable. However, the women of the Orlando West Women's hostel are adamant that they do not want to be relocated as the site where the women's hostel is located is ideal and close to the Johannesburg City Centre, transport routes, sports precinct (Orlando Stadium) and cultural precinct (Hector Pieterson Memorial).

A member of the Tenants Committee of the City Deep Hostel confirmed the rentals payable at City Deep at R40 (Mathoho, 2010), and mentioned that the residents of City Deep where not aware that JOSHCO was part of the City of Johannesburg Metropolitan Municipality, as JOSHCO was never properly introduced to the hostel residents. From the inputs of the residents of different hostels it is clear that very low rentals are levied on hostel residents, and JOSHCO as property manager and in many cases contracting agent of the redevelopment programme, needs to invest in effective public participation in order to obtain wider buy in into the redevelopment programme and avoid conflicts that could damage newly constructed units. Proper engagement is also crucial in sorting the residents and identifying those that qualify to benefit in the upgrade programme.

Table 3: Community Profile

Block No.	No of people audited per block	No of people benefited elsewhere – Pre-screening not done yet.	No of people who earn between R0-R1500	No of people who earn between R1501-R3500	No of people who earn between R3501-7500	No of people willing to be allocated outside Diepkloof hostel
A	148	0	93	36	19	135
B	138	0	99	18	21	123
C	17	0	9	4	4	16
D	101	0	54	22	25	88
E	105	0	76	19	10	89

F	62	0	49	11	2	52
G	100	0	66	10	24	94
H	193	0	131	42	20	173
I	64	0	49	3	12	55
J	35	0	23	7	5	35
TOTAL	963	0	649	172	142	860

Table sourced from the deputy director of housing CoJ.

A report obtained from the deputy director of housing revealed, that many people prefer to be resettled outside the Diepkloof Hostel precinct. The rental price of units at R750 is unaffordable to many living at the hostel currently. It is hoped that by opting to be resettled elsewhere a fully subsidised RDP houses would be allocated to them. Out of the audited 963 people 860 of them are willing to be relocated elsewhere which is 90% of the residents.

The preference for fully subsidised RDP units is a legitimate preference seeing that 649 people of the audited 963 community earned under R1500, representing 67% of the entire population at Diepkloof Hostel. A 14% of the residents earn between R1501 and R3500, so in fact 81% of the residents audited at the Diepkloof Hostel should meet the criteria of qualifying for a free RDP unit. The preference of RDP housing is a consequence of a shortage of affordable rental accommodation that meets the needs of low income households. Due to the high rates of migration into urban areas from those coming from the rural areas and neighbouring countries often rent backyard shacks or live in informal settlements, where rental options are fluid and can be negotiated to meet the needs of the tenant, in upgraded units a standard rate is set and rigidly applied to qualifying beneficiaries.

Housing is the cornerstone of socio-economic development, as it improves the lives of members of society and provides a secure base for family units and an opportunity for adults to gain access to economic activities. The provision of housing helps to alleviate poverty, foster economic growth, improve the quality of life for the poor, create assets for the poor, develop sustainable human settlements and link the provision of infrastructure and other services (Ubisi, 2013).

4.3 Conclusion

The answers provided by the interviewed residents of both the Diepkloof and the Orlando West Women's hostel suggest that the upgrading projects on both sites were conducted in a transparent manner. The City of Johannesburg and JOSHCO started first with informing the residents of the upgrading project from the early stages and meetings were held and information provided with regards to the projects. All the participants of the interviews acknowledged that numerous meetings had been held with the authorities before the start of the upgrading process and during the construction phase of the project. The only area of concern was that there was no consensus on the allocation process of new housing units. The residents became anxious to be allocated the upgraded units once the construction phase had been completed.

The officials also are in agreement that the process of upgrading the units was adequately communicated to the community concerned. They mentioned that the delay in the allocation of the upgraded units was caused by bureaucratic processes such as rezoning and township establishment application required to formalise the areas where hostels are situated. There is a lack of co-operation between relevant departments and agencies responsible for delivering a successful completion of the hostel upgrading programme. It can be thus argued that the participation of hostel residents had been adequate for the upgrade projects of both the Orlando West Women's Hostel and the Diepkloof hostel.

CHAPTER V: DATA ANALYSIS AND DISCUSSION OF THE FINDINGS

5.1. Introduction

This study attempted, at the beginning, to understand the origins of the development of single sex hostel compounds / complexes. The report explained how the hostel complex was built for the migrant labour force which had been in place in South Africa in the 1850s. In this early period cheap labour were sourced from Ciskei, the Transkei, Botswana, Bophutatswana, Lesotho, Swaziland, Mozambique and South West Africa (Namibia), even as far as Cornwall and Germany. Generally, men were brought to the farms (and docks) on a contract basis (Wilson, 1972). Employers established hostels as a solution to house the labourers during the term of their contracts. (Wilson, 1972). This labour arrangement was used to regulate the flow of male workers from the rural homelands to the mines in urban areas and farms to a certain extent.

The dynamic of hostel residents returning back to their places of origin in the country side started losing traction in the 1960s as more and more people opted to stay in urban areas. Hostel demographics started to change as men invited their spouses to visit in the urban areas. This scenario gave rise to the concept of “bedholds” as described by Ramphele where some men lived permanently with their spouses whilst sharing dormitories with other men. These sort of living conditions were acknowledged to be inhumane and the government started from the 1980s to come up with solutions to convert the single sex hostel institution into family units.

This section therefore engaged with the data collected and provides a lesson gained from the research.

5.2. Analysis of project implementation

The purpose of this study is to explore the importance of project communication as an effective tool to harness the spatial and housing policies in line with the Housing Code. The Gauteng Provincial Housing Department in their Strategic Plan for the

period 2004 to 2009, sought to improve hostels into Affordable Rental Accommodation (ARA). This approach sought to transform and redevelop the single sex hostel dormitory unit into an Affordable Rental Accommodation (Department, 2004-2009). The following range of options will be offered: a choice between rental and ownership determined by unit types; the choice between single, communal or family units; and to address emergency situations by the rollout of interventions that provide short term relief (Department, 2004-2009). In 2005 the Premier of Gauteng during her address to the legislature mandated the conversion of all hostels from single gender dormitories into single, communal and family units by 2008 (Department, 2004-2009).

The approval of the Human Settlement Plan in 2004 aimed at breaking the new ground in terms of housing delivery. The Human Settlement Plan provides a framework for the integration and provision of a total package of infrastructure such as schools, clinics, police stations and community facilities within the vicinity of a newly developed human settlement (Department, 2004-2009).The Human Settlement Plan furthermore collapsed the previous subsidy regime by creating a three tier category of income groups for better targeting. In this categorisation, the hard core poor (income levels 0-R1500) receive the full housing subsidy of R28 279; the poor (income levels R1500-R3500) receive R25 800. A new subsidy band is created for affordable housing targeting the middle income level (those earning between R3500-R7000 per month), for whom the government pays a deposit of 50% for 10% product cost (Department, 2004-2009). One of the main focus areas of the Gauteng Department of Housing strategy is to redevelop all hostels in Gauteng.

One of the housing department's strategic plan's objective is to improve the project management capacity of all projects implemented (Department, 2004-2009). Another mentioned key objective is to deepen the involvement of communities as decision makers in the housing delivery process (Department, 2004-2009). These two objectives will be assessed using the Triangulation method of analysis. The redevelopment of hostels in Gauteng is characterised as a project, this hypothesis supposes that at the completion of the upgrade a customer should receive a completed product, which should meet his/ her needs.

Project Scope Management

The City of Johannesburg and its agencies in collaboration with the provincial Housing Department appointed contractors to determine the project scope of work to be done in the upgrade process. Interviewed officials have pointed to poor coordination between these stakeholders as one of the reasons why the project of upgrading hostels has not been successfully completed. Necessary processes such as township establishment and / or rezoning of the land occurs as an afterthought and leads to delays in successful completion of upgrade projects and allocations of units. The government bypasses these processes and rush to provide the infrastructure and build structures, which leads to impatience from hostel communities as they become suspicious that the units may be allocated for people who are not hostel residents.

The scope of the upgrade project involves the relocation of existing tenants into temporary units whilst the old structures are demolished and new family units are built. Some of the people who are relocated opt for housing which is not located in the hostel complex being upgraded, and when they leave the temporary structures in which they were housed are let out. This creates a burden on the authorities to also house the new people. The project scope of upgrading hostels should be broadened to also deal with safeguarding temporary housing structures once the identified beneficiary is allocated a unit, in order to limit the potential of new tenants moving in.

Project Time Management

It is imperative that a timeframe be stipulated for the completion of the Hostel Upgrade Programme to help the City of Johannesburg and the Provincial Housing Department to focus on eradicating the single gender hostel complex. People migrating to Johannesburg are attracted to hostels as they provide for affordable rentals compared to other rental options. Many arrive in hostels as economic migrants looking for employment opportunities, however the economic climate does

not offer enough opportunities, hence these economic migrants end up not being able to keep up with rentals and end up as squatters who have nowhere else to go.

Project Cost Management

The Gauteng Housing Department's Housing Advisory Committee (HAC) is responsible for providing subsidies to municipalities and social housing institutions. Subsidies are rarely made available on time, and in many cases the City of Joburg finances the redevelopment programme out of its own budget via the IDP process. This is an area that requires better coordination as the availability of funds helps to expedite the construction of units and allows for synergy in the redevelopment process.

The Sowetan newspaper published an article in which the flats constructed at Alexander for R64m have been standing empty for more than a year (Xaba, 2015). Residents of the nearby informal settlement of Reyashoma invaded the 232 units after the units remained unoccupied for nearly a year. When the City of Joburg attempted to evict the illegal occupiers the residents resorted to vandalising the units to ensure that no one else can occupy them. The City of Joburg's has since started stakeholder engagement sessions to clarify to the community the criteria to be followed in the allocation process (Xaba, 2015). A similar scenario occurred in Langa in 1994 when 29 upgraded units were destroyed by arson, the motive for the attack was unclear but suggestion range from political dissent to dissatisfaction with the allocation process (Thurman, 1997).

The destruction of upgraded units puts a financial burden on the government as the restoration and replacing costs are depleting resources that could have been better used to build more units to reduce the housing backlog. The literature and data gathered points to non-communication of the allocation process and how the housing waiting list is applied when allocating new units. This is more a factor when upgraded units are built on sites where previous tenants were moved to make way for new units. The expectation is always that the people moved would become automatic beneficiaries, when this does not happen the people turn against the upgrade

programme and vandalise or burn the new units so that no-one benefits from housing which they believe was promised to them.

Project Quality Management

The quality of redeveloped family units is undoubtedly a huge improvement from the dormitory style that existed before. The new family and bachelor design requires no sharing and offer basic privacy. To keep the quality up to standard, the City of Johannesburg through JOSHCO assumes the role of property manager. Residents of hostel complexes in most cases work menial jobs or are unemployed, and usually neglect properties in which they live. The City as property managers would be required to contribute towards the upkeep and maintain the quality of structures after the units are allocated to beneficiaries.

Project Human Resources Management

There is a need to better coordinate the human resources of the Metro Council, the provincial government, contractors (service providers) and the community in order to harness skills and expertise to provide housing to all residents of the City. The competing political players involved in hostels must be recognised as legitimate leadership of hostels and their role respected and valued in the upgrading process. Petty political infighting can derail progress of upgrading hostels, and hinders the authorities from fulfilling its constitutional mandate of providing housing for poor residents. Heleba in his paper reflects that political infighting brought the upgrading of the Gugulethu Hostel to a halt (Heleba, 2008). Community Forum members began fighting over positions on the forum, as these play an important role in the execution of the programme, the community forum also assisted in temporarily placing residents in makeshift structures erected in open spaces in the area, and most importantly the forum was also active in the allocation of new family units to the residents (Heleba, 2008).

In order to ensure meaning participation the process should ensure that representatives are active in discussions and make substantive and meaningful

contributions. The process of engaging the affected communities should be apolitical as politicising service delivery goes against the constitution as government has the responsibility of providing services to all its citizens. Through discussions and negotiations, representatives should be able to come to decisions over the planning and managing of resources. It is a given that community participation processes will alternate between conflict and consensus, however agreements should be reached as a collective and not imposed on the community by the project team. The elected forum (such as the indunas forum for example), should be empowered to propose changes to the project in line with its community's needs, and such changes should be implementable as far as it is possible.

Project Risk Management

To manage project risk one has to systematically identify, quantify and respond to project risk is project risk (Burke, 2006). The model of providing rental units under the management of the local authority presents a number of risks factors that should be identified, quantify and mitigated against. One such risk is that due to low employment levels of hostel residents, the collection rate of rents is low. As the residents are poor structural neglect of upgraded units can erode their value at a rapid rate. In this regard the property management agents have to plan for a possible low rental collection rate as well as the maintenance structural integrity of the units themselves.

Another risk is from people who might secretly be resisting the upgrade programme. Thurman (1997) mentions three scenarios for resisting the upgrading of hostels; (a) Those in positions of power (e.g. indunas) who prefer the existing status quo as the conversion of single gender hostels into family units might pose a threat to their power base; (b) people with limited affordability whose needs are better suited to the current levels of quality and cost; and those who own multiple bed spaces which are sublet for a profit. Each of these groups have a vested interest in ensuring that the conversion does not go ahead (Thurman, 1997).

Project Integration Management

Hostel upgrade projects should endeavour to incorporate the upgraded complexes into the surrounding community. There should not be any distinction between a

hostel precinct and the surrounding residential precinct. Better planning is required and a wider community should be consulted in turning hostels into viable communities that are seen as part of the social fabric.

Project Procurement Management

There are wastages that occur due to the overlap of responsibilities in the provision of housing. The Provincial Housing Department, the City of Johannesburg's Housing Department and the Johannesburg Social Housing Company, seem to be competing and not coordinating with regards to the provision of housing especially for the poorest residents of the Johannesburg. There have been instances where both the Gauteng Provinces Housing Department and CoJ's Housing appoint different service providers to look at identical aspects of the upgrade programme. This duplication leads to wastage of resources that could be better allocated if the two tiers of government coordinated their activities.

Project Communication Management

In order to achieve effective communication in the hostel redevelopment programme it is imperative that residents are educated on processes that are attached to such projects. The principle of public participation should be valued as a necessary educational exercise designed to make the entire redevelopment programme a success. Adjusting each of our assumptions about what it means to be collaborating to execute the goals (Dzubinski A. N., 2015) of the redevelopment as a group and not as individuals with competing interests is crucial to forge a uniform perspective in the delivery of housing. Kerzer (2003) points out that in a project environment a project manager spends 90% or more of the time communicating, i.e., making decisions, authorising work, directing activities, negotiating and holding briefing meetings (Kerzner 2003). Constant, effective communication among all project stakeholders ranks high among the factors leading to the success of a project. It is a key prerequisite of getting the right things done in the right way. As knowledge is power, sharing knowledge equals empowering every project stakeholder.

All interviewed subject agree that communication of the project was adequately implemented and that all stakeholders were informed of the process. The disconnect seems to be that the residents had a different outcome in mind of the products to be

delivered. One of the recurring themes from the answers provided in interview sessions was that a show house was presented as a model for houses to be provided in the case of the Orlando West Women's Hostel. A single storey 4 roomed unit was show cased as the model to be delivered to the intended beneficiaries. The beneficiaries have not been paying rentals and services, however only social rental housing units were built and this was rejected. Many of the people who were relocated to temporary structures opted to be rather housed at locations that offered full subsidy RDP houses.

The issue that seem to have not been agreed to is the building of double and triple storey blocks. As most of the women are elderly they clearly mentioned that they did not prefer multi storey blocks because of difficulties that would come with moving themselves, goods and furniture up and down the stairs. The authorities however claimed that the redevelopment programme had to have a mixer of housing options such as two bedrooms and bachelor type units to offer different rental options and so built the multi storey blocks for that purpose. There doesn't seem to be ulterior motives for the rejection of multi storey units except that it may be not ideal for elderly women to navigate the staircases every day.

The younger residents of Orlando West Women's Hostel agreed to be related to new areas such as Fluerhof, Pennyville, Lehae and Vlakfontein. Most were allocated fully subsidised RDP houses. The older women indicated that they were not in favour of being relocated to new areas as the Orlando West Women's Hostel was ideally located next to amenities such as two train stations (Phefeni Station and Mlamlankuzi Station), major roads (Frederick Modise Road and Kliprivier Road), the Orlando Soccer Stadium and the Hector Pieterson Cultural Precinct. The new low cost housing locations are new development areas which lack social amenities. There are also support structures that exist in the nearby communities which can help the elderly with moral and financial support in close proximity. To see relatives and friends does not involve transportation costs, which they would incur if they moved to far flung places.

At the Diepkloof Hostel responses of the group interviewed were generally negative with the outcome of the redevelopment programme in general. The dissatisfaction stems from the fact that the municipality intended to allocate even people from the

surrounding community in the upgraded units. The contention was that the upgraded units were built on sites that previously had old dormitories on. The people living in the old dormitories were relocated into temporary structures with the understanding that they would be prioritised when allocating new units. There seems to have been no clear communication on the criteria and affordability of the upgraded units, which led to the community that did not qualify for the rental units feeling tricked into moving from their homes. The displacement of residents during upgrading is inevitable as the redevelopment programme seeks to convert existing dormitories, often involving the demolition of existing structures and building new ones. This phenomenon is the cause of dissatisfaction as not every person displaced qualifies for a unit, because of limited available housing units at the hostel site and the application of the waiting list criteria. Thurman (1997) pointed out that inevitably 10% of the affected population have to be found land or housing elsewhere and this is unpopular with those being relocated.

Factors that lead to communication break down

One factor that leads to communication breakdown is the fact that communities are seldom homogeneous. Even in homogeneous communities' stakeholders have different interests in the upgrading of hostels. Introducing new developments sometimes can pull a fragmented community together to form a united front against developers and local authorities (Mathoho, 2010). In other instances, when development occurs and the stakeholders' needs become complex, old divisions' surface and this can become a great obstacle for effective community participation. One should note that each public participation process and outcome is conditioned by the culture, politics and social structure prevailing in the hostel concerned, so a participation policy that works in one area of the municipality may fail dismally in a different hostel environment.

The absence of regular meetings organised by the local authorities or the residents appointed committee can foster a climate of suspicion and misinformation especially in an environment as closed as a hostel complex. The contestation for who should

be the legitimate “owners” or managers of the completed upgraded units between the residents appointed committee and the local authorities is a possibility. A need has been identified for corporation across political players, as in the case of the Diepkloof example, to form a apolitical residents committee in order to concentrate energies on the success of the redevelopment programme and not partisan squabbles.

The Integrated Development Plan (IDP) process is a useful tool for involving the community in the planning, implementation and management of development projects. The IDP process can help deepen the participation levels of communities, municipality officials, civic organisations, sector departments and parastatals through coordination in the planning of basic needs of communities in order render quality services (Ubisi, 2013). With the IDP process municipalities are required to prioritise housing issues in the housing chapters of their IDP’s and to integrate the housing issues into their municipal programmes to ensure the achievement of sustainable housing settlement as envisioned by the Housing Code of 2000.

It is essential that hostel redevelopment programmes be considered in the context of the wider area planning strategies. Ubusi (2013) also notes that the redevelopment should be a joint venture of the representatives of the local municipality concerned, hotel residents, neighbouring communities, business organisation and interested organisation in order to avoid duplication of rendering services. For this happen proper communication and coordination of all from the Gauteng Provincial Housing Department, the City of Johannesburg’s Housing Department, JOSHCO, Contractors (service providers), Hostel Housing Committees / elected representative forums and the affected residents have to be streamlined by developing a charter to regulate required engagements. This should be done in the spirit of creating conducive environments for communities to participate in the decision making processes of local governments.

The table below illustrates the muted desire for fully subsidised RDP units by the residents of the Diepkloof Hostel. The statistics evident from the number of application received for rental units versus the number (963) of residents audited surely points to a greater need of constructing fully subsidised RDP houses rather than Community Residential Units (CRU) that require the R750 rent. It appears that

the JOSHCO and the City of Joburg did not consider the outcome of the socio-economic survey and constructed units that were pre-planned even before public consultation took place. Could it be that the hostel residents themselves did not voice their preference of fully subsided units loudly enough to be heard?

Table 4: Housing Beneficiaries

Total applicants	Approved	Deposit Payments	Beneficiaries to be profiled	No. of CRU's
150 applications received to date	33 beneficiaries approved	20 beneficiaries have paid to date	2 Beneficiaries are identified.	215 Units completed and 60 units ready for allocations.

Table sourced from CoJ Housing Deputy Director.

Out of 963 audited persons only 150 applications were received for the restored rental units located at the Diepkloof Precinct. The table above clearly illustrate that residents at Diepkloof Hostel do not earn sufficient income to be able to keep up with rental payments. Only 14 percent of residents have applied for the rental units with only 3% of the applicants approved. Only 2% of the audited residents have paid a deposit as security for allocation. One is left with no option but to assume that JOSHCO and the City of Johannesburg have a blue print policy approach of providing mainly rental units even when data that they themselves compile tell otherwise. The type of units built at Diepkloof does not reflect views and / or preference of the residents.

Since JOSHCO retains the property management functions of hostel units, there is a risk that the City of Johannesburg will only be able to collect rentals from a few households, with the majority defaulting. This can adversely

have affected the maintenance of upgraded units and risk the buildings being dilapidated due to inability to collect rentals and maintenance tariffs from the residents.

As it has been mentioned before, the redevelopment of hostels usually involves the relocation of existing tenants into temporary dwelling structures. The residents agree to the relocation in anticipation of being allocated a RDP unit. Based on the availability of such units in other areas many relocated residents opt to be housed in a RDP unit, which may not be at the same site of the redevelopment project. The problem arise when those who do not qualify for a rental unit (CRU) or RDP see people from outside the hostel qualifying for the CRU units. The authorities should consider relocating residents in existing hostel units only once there is capacity available to house them, either in RDPs or rental units. This approach will stop the displacement of hostel residents and limit the destruction of upgraded units and illegal occupation attempts by those disgruntled by the allocation process.

Political posturing does not assist in the smooth running of an upgrade programme. At the Diepkloof Hostel, the indunas are mainly IFP or NFP. Even though the legitimate local Councillor is an ANC politician, the leadership jostling for prominence of chairing a meeting amplifies to fragmented and competing interests to the upgrade programme. At the City Deep Hostel the Ward Councillor was side lined mainly because she represents the Democratic Alliance (DA). The Councillor for City Deep Hostel admitted that she knew very little about the upgrading of City deep Hostel because she was purposely side lined and not invited to meetings (Mathoho, 2010).

5.3 Conclusion

In this chapter the researcher explored the types of tenure options offered by the prevailing legal framework with regards to the provision of Community Residential Units (CRUs) and fully subsidised units (RDPs). In most cases where JOSHCO is involved in the upgrading, a certain percentage of the units must be CRUs in order to provide for the management and maintenance of the upgraded complex. Communication avenues are open however it seems that the aspirations of beneficiaries are not clearly articulated. This is based on the fact that expectations are created when existing residents are relocated to temporary units that they will be prioritised during the allocation process, when this does not materialise then mistrust of the entire programme is created and the hostel upgrade programme is a ploy to

expropriate and relocate hostel residents to new developments located far away from amenities.

The socio economic surveys confirms that a small number of residents of hostels can afford to pay rentals on a regular basis and qualifying for those CRUs. This is one of the factors that end in the breakdown of trust between hostel residents and authorities. The hostel upgrading programme should be implemented only after those who cannot qualify for rental units have alternative housing to be allocated to them in order to avoid displacement of such residents.

CHAPTER VI: CONCLUSION AND RECOMMENDATIONS

6.1. Introduction

The objective and goal of this study was to explore the problems and challenges facing the upgrading of old mining hostels in Johannesburg, as well as the potential remedies to these problems and challenges. This section regroups the conclusions of the chapters discussed above and recommendations of the research study are presented and discussed in relation to the research questions of the study.

In the introduction chapter the researcher traced the origins of the phenomenon of single gender hostel compounds in South Africa. Hostels were initially used to provide accommodation to migrant labour working mostly in mines. With the abolishment of apartheid laws, hostels became overcrowded as they provided very low rates to migrants arriving in urban centres. Nowadays, these hostels have become homes to many families. Hence the need to establish an upgrading programme that would provide suitable residence to hostel families.

The research investigated scenarios that often led to the failure of upgrading programmes. The research identified the breakdown of project communication between stakeholders as one of the main cause of failure in the hostel upgrading process.

Chapter two dealt with the literature concerned with the attempts to upgrade hostels. From the early 1990's it was realised that the existence of single gender residential compounds was inhumane and created social burdens, also the hostel complexes were in a desperate state of disrepair as chronicled by Ramphele and Badenhorst accounts of life in hostels. To date the researcher has found evidence of similar conditions at the Diepkloof Hostel of structural neglect and poor sanitation provided for the Diepkloof Hostel Precinct.

The quantitative and qualitative research methodologies were discussed in chapter three. The research opted for the qualitative method; interviews and observations were employed to gather the primary data used in this report. The responses of the residents of Orlando West Women's Hostel, Diepkloof Hostel, and officials from the

City of Johannesburg's Housing Department as well as the Johannesburg Social Housing Company (JOSHCO) were presented and discussed. Various research papers, housing policies, articles, newspaper reports and books pertinent to the subject of hostel upgrading programme were consulted.

Chapter four dealt with the presentation of data collected from interviews and consulting documents referred to in the paragraph above. Research questions were addressed in this chapter by the responses to interview questions.

Chapter five dealt with analysing the data obtained. It became evident in this chapter that although communication of the intention of hostel upgrade projects is clearly define and agreed upon, the issue of land tenure is not adequately debated. As it was evident in the case of Diepkloof Hostel out of 150 applicants for rental units only 33 qualified representing 22% of potential beneficiaries who qualified for rental units. The chapter also discussed about the prominence of public participation processes in the delivery of public goods and services in South Africa.

The report ends by making recommendations that the City of Johannesburg can utilise in order to streamline its communication strategy with regards to its public participation processes pertaining to the upgrade of hostel complexes.

The following section presents responses to the research questions highlighted in chapter one.

6.2. Research question No. 1

What are the factors that lead to the situation of a breakdown in project communication?

The literature revealed that the main discord point in hostel upgrading projects in on the fact that there is a clear difference in views between local authorities and hostel community members. It is perceived that the City of Johannesburg focuses more on the quantitative sides while hostel communities aim for the qualitative perspective. All the interviewed hostel residents agree that the City did communicate the plan to upgrade the hostel units from single gender hostel rooms into family units. Though in

the beginning it is not made clear by the authorities what type of tenure will be implemented. Since most hostel residents pay very little in terms of rentals (R80-R150), the normal rate of R750 rental per month becomes unaffordable to many existing residents.

The other major problem is on the approach used during the upgrading process. The City used ex situ approach in which many hostel residents had to be relocated during the refurbishment stage. At the time the new upgraded units were completed the original residents expected to be given priority when the new units were to be allocated. However, this process was not done effectively as many original hostel residents believed that they were supposed to have priorities on the new built home. The conflict was created from the fact that residents not originally from the hostel community received first priority. On this matter again the importance of communicating continuously with targeted communities proved to be primordial to avoid conflicts. These factors have therefore to be looked into closely to ensure a successful upgrading project and avoid a communication breakdown.

6.3. Research question No. 2

What are the project communication trends that project managers will employ in best practice scenarios?

The significance of this study emanates from the prominence of public participation afforded to community development projects by all spheres of government. This philosophy of public participation is enshrined in the Constitution of the Republic of South Africa and the Batho Pele Principles. The Municipal Systems Act prescribes that the public must be consulted in the decision making process of the local government.

The engagement between local authorities, the project team and affected communities should be an open dialogue process, in this regard effective and meaningful communication is essential. With this study the author assessed the marginalised communities access to the power structures which affect housing, the resources which are available to them for rent and service payments, and the

relationship of housing costs to the cost of living in general (Special Report Human Awareness Programme). The author again assessed the resulting pressures which have built up within the hostel communities. The ability of the hostel communities to change their housing situation was examined and the channels through which dissatisfaction can be communicated and change generated were considered (Special Report Human Awareness Programme). The extent to which these channels are open or available reflects the amount of social, economic, political and legal access enjoyed by the hostel community in the current dispensation.

Existing hostel complexes represent a challenge and an opportunity for the government, in that with proper densification strategies hostels can supply high density low rental housing stock in strategic locations close to urban centres and industrial complexes. There is also an opportunity to restore or redevelop the hostel precincts as self-sustainable human settlements offering different housing options and associated social amenities. With the redevelopment programme and the involvement of communities in the housing delivery process, residents could be help in the building process and gain valuable skills to develop their own enterprises in line with the EPHP.

Many housing projects especially the hostel redevelopment programme faces problems as beneficiary communities reject the end product (Thurman, 1997), hence effective community participation is critical to avoid such problems. It should be accepted though that extensive community participation could lead to delays in the delivery housing process. Reasons for this include high expectation of poor communities for fully subsidised decent housing; hostel residents are amongst the poorest groups of South African citizens, the high cost of housing construction, low affordability levels, the absence of affordable credit, inadequate understanding of what the policy can provide, and inadequate communication and community control of the redevelopment process are cited by Thurman (1997), as factors that lead to the rejection of the upgraded units by the hostel communities.

Communicating effectively with a large group is not an easy task and is made even more difficult by the changing composition of hostel residents. While it is possible to find residents for have stayed at a hostel for 20 years, there is high fluidity among hostel residents (Thurman, 1997), people move out of hostel when better

accommodation opportunities present themselves, however such opportunities are few and far in between hence the overcrowding of conventional single gender hostel (Thurman, 1997).

Kerzner describes a project as being successful when the project management objectives are achieved, within time, within cost, at the desired performance/ technology level, while utilising the assigned resources effectively and efficiently and it is accepted by the customer. The acceptance by the customer is very important for our study as it demonstrates effective communication (consensus) and therefore understanding of the entire project team on what the desired product should be. A central element of government housing policy and strategy is the notion of creating an enabling environment whereby communities can play an active role in satisfying their own housing needs (Rust and Rubenstein, 1996). Housing as a process is therefore seen as a major catalyst for economic activity in its broadest sense. It is aimed at involving both communities and the private sector in a way which facilitates skills transfer and economic empowerment. According to the Housing White Paper, a future housing strategy will place specific emphasis on:

- Promoting the participation of affected communities in the planning and implementation of new developments;
- Maximising job creation in the construction and allied sectors (notably the role of labour based construction and the use of local labour in housing development);
- Improving economic linkages, particularly with the national electrification programme;
- Programmes for skills transfer, capacity building and upward mobility for both skilled and unskilled labour in the housing field;
- The role of small and intermediate enterprises in housing construction, as well as in backwardly linked (materials supply), forwardly linked (household businesses) and sideways linked (e.g. school construction) economic sectors;
- Mechanisms to stimulate entrepreneurial development in creating new housing environments and maximising the participation of historically disadvantaged, emerging entrepreneurs; and

- Constantly evaluating and supporting the role of woman in the housing delivery process.

Mdunyelwa (2015) alluded to a causal link between community participation and satisfaction or dissatisfaction in hostel redevelopment programmes. Community participation should not be used as described by Chambers cited by (Mdunyelwa, 2015), as a “(i) cosmetic label to make whatever is being proposed to look good; (ii) or to describe a co-opting practice to mobilise local labour and reduce costs”. Public participation should be an empowering process which allows local communities to analyse projects, to take command, gain confidence and to make decision that are to their benefit.

The essence of this research paper will be to measure as to what degree has all the above bullet points been achieved, and make recommendations, to the authorities concerned, based on the needs of the people living in the hostels. The report intends to present the facts in terms of the housing situation for the community currently living in hostel compounds by juxtaposing the public participation process with the principles of Batho Pele philosophy. The Batho Pele philosophy was conceptualised and adopted by the government as a one of the transformation strategies introduced to improve the delivery of public services especially to disadvantaged communities (Ubisi, 2013). The eight (8) principles proposed in the framework are: consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

The findings of the data analysis prove that indeed in general public participation was conducted before and during the Hostels upgrade programme. This study revealed that 100% of the respondents to the interview questions acknowledged that meetings were held before the upgrade programme starting. The reason why upgraded units would be left unoccupied is that in many instances only hotel residents were invited to meetings pertaining to the hostel upgrade. The authorities should present the hostel upgrade programme to the surrounding community as well, as the upgraded complex often had a mixer of housing typologies and that not all hostel residents would be accommodated in the hostel compound as other beneficiaries opt to be allocated units outside the upgraded hostel compound.

The Hostel Redevelopment Programme should be communicated to the neighbouring as often the allocation criteria is broadened only after the upgrades are completed, hence the residents who had been part of the programme from the beginning view the neighbouring community as outsiders jumping the allocation queue.

Proper management of the housing waiting list is crucial to avoid conflicts during the allocation phase of the project. The Human Settlement Department should strive to improve the accuracy of the data on the housing waiting list to enable the department to respond effectively to queries and again a functional waiting list system will help the department to plan housing adequately for the needs of beneficiaries on a waiting list. Once a socio-economic survey has been conducted the project team should honestly report back on the implication of the results of such a survey on the planned housing stock for the hostel concerned. In this approach gaps between tenant's affordability levels and the proposed provisions of units planned can be managed in a transparent manner. Lessons learned with the City Deep allocation process reveal that it happens quite often that the person who is next on the waiting list might not prefer the unit to be allocated. In such instances JOSHCO is forced to offer the (bigger) unit to a candidate that is willing and able to pay the required rent, departing from the waiting list and even from the beneficiary list (Mathoho, 2010). One of the tenants interviewed by Mathoho (2010:29) revealed that "*There are several units occupied by outsiders. They were given to outsiders because City Deep people did not like those units – they were so expensive"*.

Affordability of upgraded units is more important that having different typologies, therefore residents should be consulted on the size of units that they prefer and can afford, there should be no mismatch on the size of units built and the levels of affordability of the intended beneficiaries. The gap between the size of units and affordability of tenants can be attributed to the wishes of JOSHCO to provide a variety a unit sizes in order to balance the project (Mathoho, 2010). Another resident interviewed at City Deep alludes to this by proclaiming: "*Quite a number of people chose a one bedroom or a bachelor. These got finished quickly. Now there is only 2-3 bedroom units left. People were so afraid because they were not aware how much they would have to pay".* If people are not aware of how much the units would cost in

rental, then the researcher concludes that not all the details of the upgrade programme was communicated to the intended beneficiaries.

There are instances where representatives of the residents do not filter the information down to their constituencies. The lack of information on the nature of housing subsidies that will be available for residents to consider future housing opportunities in hostels is noted to be a major source of concern and insecurity (Mtshali, 2010). Residents of hostels are always uncertain as to whether they will qualify for housing subsidies and the allocation criteria that will be applied (Mtshali, 2010). Clearly, the community has little information about what to expect about their future, resulting in them not bracing themselves adequately for the inevitable. This causes untold anguish on residents over their future housing stability, leaving them marginalised from the development processes (Mtshali, 2010). A new approach to public participation is needed that emphasize a two-way interaction between decision makers and the residents in order to align the types of units to be provided with affordability levels identified by the socio economic study undertaken. Complex decision making processes require a more informed citizenry that has weighed all aspects of the upgrade programme, such as required rents, so that all potential options are explored. Serious consideration has to be given to providing continuing training and education of residents of their roles and responsibilities in the upgrading process in order to foster trust and buy in especially in instances that involve relocation.

Overall even the opponents of the upgrading programme admit that the conversion of hostel units into family units bring with it a lot of improvements to the quality of life of beneficiaries concerned. The final product appears much better than the old structure, it is of good quality, the surrounding environment improves, rentals are affordable, public facilities are provided and the quality of life of beneficiaries of units' changes for the better (Mathoho, 2010). Government's compliance with the public participation philosophy is often managerial in its objective, it is merely aimed at getting the project going and limiting violent conflict associated with hostel residents, establishing a residents' committee to work with and obtain a level of buy in. A great number of other issues are not addressed during mass public participation meetings, such as the rent levels and future increases, electricity, the provision of public facilities and question over allocation processes, out of fear of conflict that could

derail the project and delay successful completion and smooth management of the upgraded complex. These issues are addressed on an individual basis, so as to maintain the fragile trust and cooperation between the hostel complex management agent (JOSHCO) and the residents / tenants of the upgraded units.

6.4. Research question No. 3

What are the project communication strategies for consideration when embarking on similar projects in the future?

The literature demonstrated that a transparency in the allocation process of housing units is key for a successful hostel upgrading process. It is a given that due to the competing interests of stakeholders involved in the upgrade programme, a lack of honest and transparent framework for engagement adds to the distrust already existing with regards to the allocation process. There is a disconnect between the types and sizes of units built during the upgrade process and the affordability levels identified by socio-economic surveys undertaken. Many respondents always declare their ignorance of the rentals payable to different types and sizes of units. It would seem that during the public participation process only positive attributes of the project are discussed, such as new bigger family orientated units, however the price (in terms of applicable rents) is not publically discussed. A lot of beneficiaries opt for the smallest unit types, i.e. one bedroom or bachelor units and the two – three bedrooms' units are not taken up due to the perceived expensiveness of the rent.

It must be said that numerous examples indicate that problems with allocations are the main drivers of upgraded units being invaded and subsequently vandalised when illegal occupiers are removed. A tenant interviewed by (Mathoho, 2010) at City Deep Hostel eloquently when he said:

"*I don't know who decides on allocations. I never attended any of JOSHCO's meetings or presentation, so I don't know. People are not treated equally. I heard from other people that someone who was sick was allocated a unit in priority. But other people who are sick are not getting the unit. Someone was also staying in a shack outside the yard. I was trying to negotiate for that guy with JOSHCO. But they*

were afraid to do so. They are not addressing the real problems of the community. One day I was fed up of waiting for my unit. I went to JOSHCO's office on site, I said, I have been waiting for a long time, other people are getting their units and not me, do you need to be bribed? I want my unit now! The guy gave me the keys, made me sign. What I have heard was that there was a lot of corruption".

The experience related by the City Deep's resident illustrates an ad hoc approach to the allocation of units. One person was prioritised because they were sick, and other sick people did not get the same priority. A resident who admits to never having attended meetings or presentations by JOSHCO, assuming that he was not documented as a beneficiary of the City Deep redevelopment project, went to complain at the JOSHCO site office and received keys to a new unit. This demonstrates a haphazard approach to allocating units and reinforces perceptions that there is corruption in the allocating process. Several of the tenants interviewed by Mathoho et la, believed that the criteria for allocating the units was not systematically applied and that at times the process was unfair and improper, citing that "outsiders" had benefitted in the development at the expense of local tenants who had stayed at the hostel for a lengthy period of time.

6.5. Conclusion

Within the housing industry, there is a perception that housing is a source of social problems. Government incentives in the housing sector such as housing policies, zoning, urban renewal programmes, slum upgrading process and provision of social housing were based on the vision of overcoming the apartheid legacy. Hence promoting the provision of low income housing in South Africa has been strongly rooted in this historical perspective. Low income housing is expected to fill the gap between previously disadvantaged and advantaged groups. This report tackles one of the critical but also historical issue of the upgrading of the previously mining hostels. The report attempted to propose a solution in which hostel upgrading projects can be improved. The research report identified communication as a key element for a successful project. Furthermore, the researcher proposed a

collaborative approach in which stakeholders can communicate to each other with the objective of reaching a consensus.

The remedies suggested in this report highlighted that local authorities should strengthen their housing policies, strategies and current methodology to overcome the problem of communication breakdown. Further research should focus on exploring more new trends in the project communication and other similar projects across the world.

6.6. Recommendations

There are numerous approaches in which the local governments can overcome the communication breakdown in hostel upgrading projects. The research report has demonstrated that collaborating with the community is crucial for a successful urban projects. Therefore, local authorities should closely work with the community to be able to minimise failures in their upgrading interventions in hostel communities. Other specific recommendations need also to be implemented in hostel upgrading projects such as:

1. The authorities should also make it very clear upfront what type of tenure (rental, fully subsidised or rent to buy) options are to be provided. This is extremely important in situations where existing tenants are relocated to temporary accommodation.

2. The allocation criteria are another area that needs to be clearly communicated upfront. The housing authorities should try to discuss and obtain consensus of the process of allocating the new or upgraded units in order to avoid conflict at the end of the upgrade project.

3. The size of units to be provided and the ownership options to be provided needs to be clearly articulated so as to match the expectations of the beneficiaries involve

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ANNEXURE A

INTERVIEW QUESTIONS

Interview session for Residents of Diepkloof Hostel and the Orlando West Women's Hostel

The purpose of this research is to investigate factors leading to a situation that leads to a breakdown of project communication between stakeholders active in the hostel upgrading process. The paper will also interpret and analyse the findings of factors that lead to a breakdown in project communication. And finally we hope to present recommendations of strategies that can be adopted, in order to help address obstacles project managers face when resolving project communication bottlenecks in future projects.

Participants of the interview sessions were duly informed that the purpose of interviews was the completion of the Academic Programme Masters of Management: Public and Development Management. All material related to the interviews will be treated with the utmost confidentiality and will be used solely for purposes of the Research Paper: Project Implication of the Hostel Upgrade Programme in the City of Johannesburg.

Question 1

Where all the relevant stakeholders informed of the upgrade programme, i.e., who attended the meetings.

Question 2

Was a survey undertaken to identify the existing residents.

Question 3

In your opinion why are the upgraded units still unoccupied?

Question 4

Is there still communication with relevant officials to resolve the issue?

Question 5

In your opinion how can communication be improved to avoid similar difficulties in future.

ANNEXURE B

Questions and Responses from the Orlando West Women's Hostel.

QUESTION ASKED	RESPONSE
Where all relevant stakeholders informed of the upgrade / redevelopment programme.	Yes meetings and information sharing workshops were held to inform the hostel community of the project to be implemented to upgrade the hostel units into family units. Originally hostel units consisted of 2 rooms, two bedrooms shared by two women.
Was a survey undertaken to identify the existing residents.	Yes a socio-economic survey was also conducted to audit the number of people living at the hostel and also their economic status recorded.
Why are the upgraded units still unoccupied.	Initially the department of housing had promised to promised to prioritised the residents of the hostel in allocating the units. However when the units were completed there was a delay in the allocation process. It seems that people from the neighbouring community were complaining that they too should be considered in the allocations of the units at the hostel. From 2011 the units stood empty whilst the housing department was sorting the allocation list, in 2013 residents living in the neighbouring area invaded the empty units and the authorities had to intervene. This led to the vandalism of some units and the department of housing have since contracted a security company to guard the units until they are allocated. The damaged units had to be restored so that they are proper for human habitation.
Is there still communication with relevant	Yes communication is still happening as the

officials to resolve outstanding issues?	MEC for housing and discussed the allocation matter. The local authorities have also visited the area and held meetings specifically to resolve the allocation issue. Communication is regarding further demolition of old hostel units and the construction of new double storey and three storey blocks. The women indicated that they were not happy with multi storey buildings as they were elderly and would prefer single storey buildings.
How can communication be improved to avoid similar difficulties in future.	What is required is honesty from the authorities. In the initial stages of the process it was agreed that all beneficiaries would be allocated a 4 roomed single storey unit which was fully subsidised, however people where surprised when double storey and triple storey structures were built. Authorities have a penchant of making big promises which they cannot keep. For instances the older people of the hostel prefer to remain at Orlando and not be moved to new areas such as Fluerhof or Pennyville. The Housing Department has promised to accommodate everyone at Orlando in the beginning but are now unable due to a lack of space. This has upset the community as they feel betrayed by authorities.

Questions and Responses from the Diepkloof Hostel

QUESTION ASKED	RESPONSE
Where all relevant stakeholders informed of the upgrade / redevelopment programme.	Yes meetings were held before people were moved from the original hostel rooms into the temporary structures.
Was a survey undertaken to identify the existing residents.	There were people from the housing department that conducted door to door information gathering process and an audit of the entire population of the hostel before the new units were built.
Why are the upgraded units still unoccupied?	The new units are built on sites where the old hostel blocks once stood, so it was unreasonable for the municipality to allocate the brand new units to outsiders. It was never communicated that the new units would be rental units. When the authorities announced that the units would be rental units the hostel community quickly invaded the units first and when there were attempts to evict them, a lot of vandalism occurred. There is a serious dispute about the rent attached to the units and only the tenants living at the hostel should eligible to be allocated units built at the Diepkloof complex.
Is there still communication with relevant officials to resolve outstanding issues?	Yes the hostel leaders do have meetings with the department of housing. There has been a number of protests held by the hostel residents to force the department to expedite the allocation process, however the City of Joburg is adamant that the units built are rental stock and cannot be converted into RDP units. More consultation is ongoing to resolve the impasse.
How can communication be improved to avoid similar difficulties in future.	To avoid the same situation in future the authorities should not impose decisions on communities. People who live at hostel

	complexes are usually poor and unemployed, how can they be expected to pay expensive rentals when they don't earn enough. There tenants feel betrayed cause they were moved from existing units and promised better family units. Naturally the expectation was that these would be RDP units. If it was explicitly communicated in the begging that the units were going to be rental then the community would have preferred the status quo.

Questions and Responses from JOSHCO

QUESTION ASKED	RESPONSE
Where all relevant stakeholders informed of the upgrade / redevelopment programme.	Sufficient interactions between relevant departments, community stakeholders, and the service providers were held before the upgrade programme commenced.
Was a survey undertaken to identify the existing residents.	Yes socio-economic surveys are conducted every time in order to determine what type of unit to be provided based on the affordability of the beneficiaries concerned.
Why are the upgraded units still unoccupied?	The main reason is that not all development processes have been completed and occupational certificates issued. The building plans, town planning, and other processes have not been approved yet. The reason was that there was poor coordination between Council departments in prioritising and streamlining the housing process. The Council cannot allocate units that do not comply with its own regulations.
Is there still communication with relevant	A lot of lessons have been leant and

officials to resolve outstanding issues?	outstanding matters are being attended to.
How can communication be improved to avoid similar difficulties in future.	To avoid the same situation in future the authorities should not impose decisions on communities. People who live at hostel complexes are usually poor and unemployed, how can they be expected to pay expensive rentals when they don't earn enough. There tenants feel tricked into vacating the original hostel units because they were moved from existing units and promised better family units. Naturally the expectation was that these would be RDP units. If it was explicitly communicated in the begging that the units were going to be rental then the community would have preferred the status quo.

Questions and Responses from CoJ Housing Department

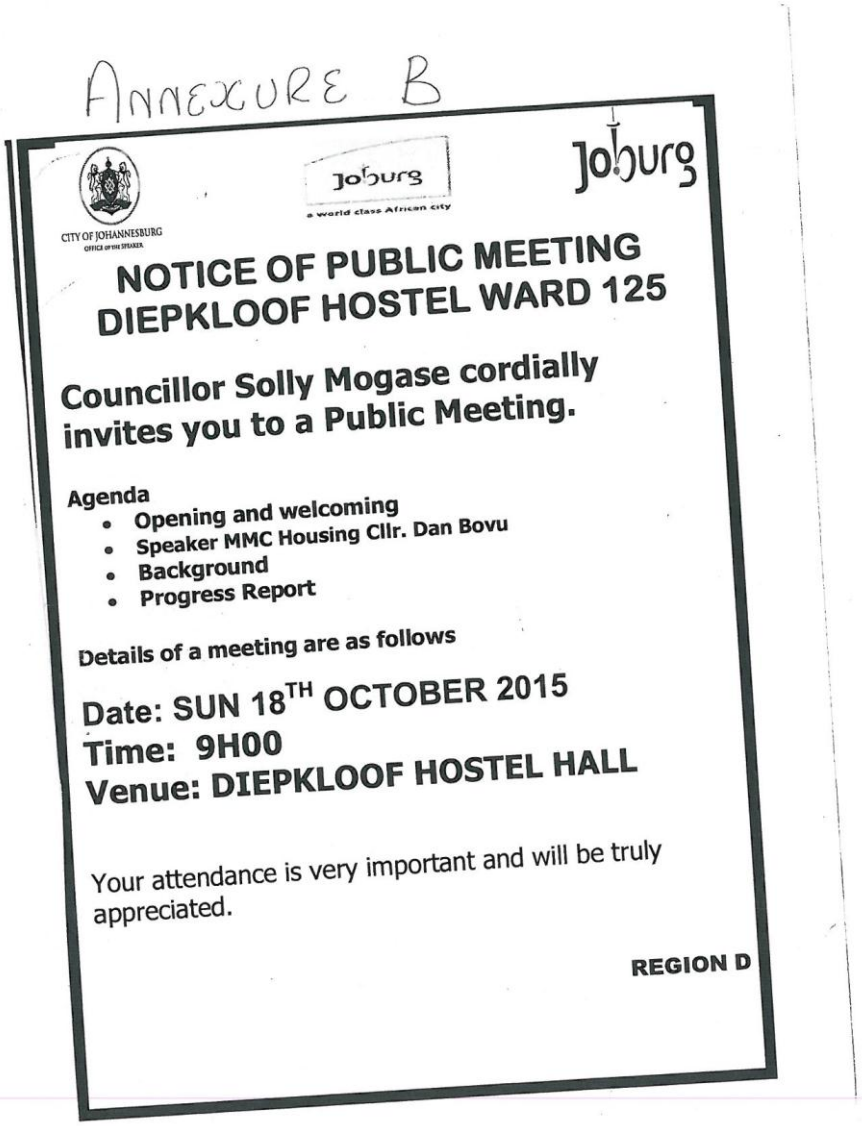
QUESTION ASKED	RESPONSE
Where all relevant stakeholders informed of the upgrade / redevelopment programme.	Consultation in the beginning was only recognised the elected Ward Councillor, Ward Committe and the residents of the hostel in general. The City of Joburg resolved to include the indunas and recognise them as legitimate hostel leaders only later in the upgrade programme.
Was a survey undertaken to identify the existing residents.	Yes socio-economic surveys are taken to help with planning which type of housing solution are appropriate in the hostel concerned. Not every person residing in hostels are indigent. There are those who can afford to

	buy their own properties or rent affordable units.
Why are the upgraded units still unoccupied?	It is a combination of factors that lead to upgraded units standing empty. The lack of coordination between the province and City of Joburg departments regarding the planning and infrastructure provision. The province has simply invested without following all legal processes, this makes it difficult to open a sectional register or obtain title deeds for the new units. Residents refuse to accept people coming outside the hostel being allocated upgraded units. There upgraded units have been vandalised and must be restored before they can be allocated.
Is there still communication with relevant officials to resolve outstanding issues?	The City has a responsibility to safe guard its assets and there has been engagements with the Indunas Forum to resolve the problem. A new survey was recently conducted at the Diepkloof Hostel and the Mayor will be handing over units in the near future.
How can communication be improved to avoid similar difficulties in future.	To most important area to look would be for the Housing Waiting List to be updated and properly managed. Because people move socially and economically there is a need to update the waiting list. For instance most of the people found to be living at the Diepkloof Hostel are rental units from people who have been allocated houses. This situation becomes a vicious circle in that once a beneficiary is allocated a house, they rent out the old hostel bed to relatives or friends who also have to be housed by the City.

	Housing delivery processes must be streamlined and prioritised by all departments so as to minimise delays in the approval of town planning aspects of development such as township establishment, undertaking of Environmental Impact Assessment (EIA) and rezoning; . Precinct plans should be developed to help in turning hostel complexes into sustainable settlements with own facilities.

ANNEXURE C

NOTICE OF MEETING HELD AT DIEPKLOOF HOSTEL



ANNEXURE B

CITY OF JOHANNESBURG
OFFICE OF THE SPEAKER

Joburg
• World class African city

Joburg

NOTICE OF PUBLIC MEETING
DIEPKLOOF HOSTEL WARD 125

Councillor Solly Mogase cordially invites you to a Public Meeting.

Agenda

- **Opening and welcoming**
- **Speaker MMC Housing Cllr. Dan Bovu**
- **Background**
- **Progress Report**

Details of a meeting are as follows

Date: SUN 18TH OCTOBER 2015
Time: 9H00
Venue: DIEPKLOOF HOSTEL HALL

Your attendance is very important and will be truly appreciated.

REGION D