

**Transitional housing as an inclusionary planning intervention:
The Pickwick Transitional Housing Project**

By Enrique Siff



Dissertation submitted
in partial fulfilment of the degree
for Master of City and Regional Planning

University of Cape Town

In the School of Architecture, Planning and Geomatics

October 2023

Supervisor: Associate Professor Tanja Winkler

The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.

I, Enrique Siff, hereby:

- (a) grant the University free license to reproduce the above thesis in whole or in part, for the purpose of research;
- (b) declare that:
 - (i) the above thesis is my own unaided work, both in conception and execution, and that apart from the normal guidance of my supervisor, I have received no assistance apart from that stated below;
 - (ii) except as stated below, neither the substance or any part of the thesis has been submitted in the past, or is being, or is to be submitted for a degree in the University or any other University.
 - (iii) I am now presenting the thesis for examination for the Degree of Master of City and Regional Planning.

Signature:

Signed by candidate

Plagiarism Declaration

1. I know that plagiarism is wrong. Plagiarism is to use another's work and pretend that it is one's own.
2. I have used the Harvard convention for citation and referencing. Each contribution to, and quotation in, this dissertation from the work(s) of other people has been attributed, and has been cited and referenced.
3. This dissertation is my own work.
4. I have not allowed, and will not allow, anyone to copy my work with the intention of passing it off as his or her own work.

Name: Enrique Siff

Signature:

Signed by candidate

Date: 25 October 2023

Acknowledgements

I would like to start by acknowledging and giving thanks to my God the Almighty for mercy and grace.

I thank all of my research participants who were kind enough to render their time and wealth of knowledge and insights.

I also wish to acknowledge the University of Cape Town and its partners for funding and awards

I would like to thank the BCP and MCRP staff and the classes of 2022 and 2023

I thank my family and friends who supported me during my studies

Lastly, I would like to thank my supervisor, Associate Professor Tanja Winkler for her invaluable support and guidance throughout this research journey. You made this so much more attainable with your relentless passion, love and motivation. You have been a crucial part of my dissertation journey and for that I will forever be grateful.

Abstract

Transitional housing as an inclusionary planning intervention: The Pickwick Transitional Housing Project

Author: Enrique Timothy Trevor- Junior Siff

Date: 27 October 2023

This dissertation explores *if* and *how* transitional housing, as a state intervention, enhances the inclusion of disenfranchised residents in well-located neighbourhoods. The City of Cape Town has often been criticised for relocating evictees to its Temporary Relocation Areas (TRAs) on the urban edge, away from the city centre and places of employment. At least 75% of Cape Town's households continue to be excluded from accessing centrally located municipal services (Ndifuna Ukwazi, 2021), whilst ongoing evictions and displacements of hundreds of families from inner-city neighbourhoods culminate in "a systemic crisis that has been going on for over a decade" (Pillay, et al., 2017:2; Le Grange, 1985). In response to this housing crisis, transitional housing is increasingly being advocated for by state entities and non-government organisations (NGOs) as an alternative housing model to remedy aspects of the escalating demands for affordable accommodation in Cape Town (and elsewhere in South Africa and globally). This dissertation will explore *if* and *how* the Pickwick Transitional Housing project meets the City's commitment and mandate to enable a more integrated and inclusive city for all.

This research is explored by using discourse analysis and the case study methods (semi-structure interviews and mapping research techniques). It focussed on the Pickwick Transitional Housing Pilot Project in Salt River, Cape Town as the case under study. It investigated a group of people who had originally lived nearby in Woodstock, Cape Town, but who were ultimately forced to settle informally in the neighbourhood and had been relocated to the Pickwick facility in Salt River.

Key discussions presented throughout this dissertation focus on: (1) the significance of transitional housing in enabling integrated and inclusive spatial planning outcomes; (2) the role of transitional housing in facilitating affordable housing options for poor and working-class residents in well-located areas; and (3) the prospects of transitional housing becoming alternative, and formal, mechanisms to remedy evictions and displacements from inner-city neighbourhoods undergoing gentrification. This research made policy recommendations for transitional housing, as well as recommendations targeted at legislation and some organisations.

Table of Contents

List of Figures	i
List of Tables.....	ii
List of Appendices.....	ii
CHAPTER 1: AN INTRODUCTION	1
1.1. Introduction	1
1.2. Background to the Study	2
1.3. Identifying the Problem under Investigation	4
1.4. The Aim of the Study.....	8
1.5. The Main Research Question.....	8
1.6. The Structure of the Dissertation	9
CHAPTER 2: LITERATURE REVIEW	10
2.1. Introduction	10
2.2. South African Legislation and Policies Linked to Transitional Housing	11
2.2.1. The 1996 Constitution of the Republic of South Africa	11
2.2.2. The Prevention of Illegal Eviction from and Unlawful Occupation of Land (PIE) Act ..	11
2.2.3. The National Housing Policy and Subsidy Programmes (NHP and SP), and the Social Housing Policy	13
2.3. Understanding Transitional Housing in a global and local context	16
2.3.1 Defining Transitional Housing	16
2.3.2. Scenarios of Transitional Housing existing in South Africa	18
2.3.3. Evictions, Displacements and Gentrification.....	21
2.3.4. States attempts to mitigate negative impacts of evictions, displacements and gentrification through alternative housing solutions.....	23
2.4. Conceptualising Inclusionary Planning in Planning Theory	26
2.5. Restating the Subsidiary Research Questions	29
2.6. Conclusion	29
CHAPTER 3: RESEARCH METHODS AND TECHNIQUES	32
3.1. Introduction	32
3.2. Research Methods	32
3.2.1. Case Study Method	33
3.2.2. Critical Discourse Analysis (CDA)	35
3.3. Research Techniques	36
3.3.1. Semi-Structured Interviews.....	37

3.3.2. Mapping	38
3.4. Sampling Procedures.....	38
3.5. Ethical Considerations	39
3.6. Data Analysis.....	41
3.7 Conclusion	42
CHAPTER 4 – FINDINGS AND ANALYSIS	43
4.1. Introduction	43
4.2. The Case Study	43
4.3. Legislation and Policy Significance	50
4.4. The Impact of Transitional Housing	57
4.5. ‘Transitioning’ in Transitional Housing	63
4.6. Assessing Findings Against Criteria of an Inclusive City	73
4.7. Conclusion	77
CHAPTER 5: RECOMMENDATIONS AND CONCLUSIONS	80
5.1. Introduction	80
5.2 Answers to Subsidiary Research Questions	80
5.3 Answering the Main Research Question:	84
5.4. Recommendations	85
5.4.1. A recommendation for legislation: Amendments to the PIE Act directed to Parliament	85
5.4.2. Recommendation for planners and policy makers.....	87
5.4.3. Recommendation for the State: A complimentary approach to governance	89
5.4.4. Recommendation for Social Housing Institutions and NGOs: Further research.....	90
5.5. Research Limitations	91
5.6. Reflections	92
5.7. Conclusion	93
List of Appendices:	97
List of References.....	111

List of Figures

Figure 1.1: The Case under study: The Pickwick Transitional Housing Project (Source: GroundUp, accessed 2023)	3
Figure 1.2: Employment density of Cape Town (Source: City of Cape Town, 2018)	5
Figure 1.3: Residential density of Cape Town (Source: City of Cape Town, 2018).	5
Figure 1.4: Economic nodes (business, retail, office and industrial areas) (Source: City of Cape Town, 2019)	5
Figure 1.5: The location of the Delft Symphony Way Temporary Relocation Area, commonly known as Blikkiesdorp (source: Pillay et al., 2017)	6
Figure 1.6: The settlements/housing of Blikkiesdorp (Source: Pillay et al., 2017)	7
Figure 4.1: Salt River, Cape Town neighbourhood boundary and adjacent neighbourhoods (Source: Author's map, September 2023).....	44
Figure 4.2: Wex 1 property in Woodstock (Source: Google image, accessed September 2023)	45
Figure 4.3: Wex 2 property in Woodstock (Source: Google image, accessed September 2023)	45
Figure 4.4: Map Showing the site of the previous Pine Road informal settlement (Source: Author's map, September 2023).....	46
Figure 4.5. Former Pine Road informal settlement in 2019 (Source: DAG, accessed September 2023)	47
Figure 4.6: The location of the Pickwick Transitional Housing Project (Source: Author's map, September 2023).....	48
Figure 4.7: Pickwick Housing (from front). (Source: Author's photograph, September 2023).....	49
Figure 4.8: Pickwick Housing (from behind). (Source: Ndifuna Ukwazi, 2021).....	49
Figure 4.9: BNG Housing in The Down, Manenberg (Source_news24, accessed September 2023).....	52
Figure 4.10: Conradie Park social housing Pinelands, Cape Town (Source: Greeninc Landscape Architecture+Urbanism, accessed September 2023).....	53
Figure 4.11: CRU housing, Langa (Source: Cape Institute for Architecture, Accessed September 2023).....	53
Figure 4.12: Map showing Pickwick location in relation to Pine Road (Source: Author's map, September 2023).....	58

Figure 4.13: Map showing Pickwick in relation to some facilities (Source: Author's map, September 2023).....	59
Figure 4.14: map illustrating mixed-use development and tenure options (Source: Author's map, September 2023).....	61
Figure 4.15: BG Alexander housing location (Source: Author's map, September 2023).....	71
Figure 4.16: BG Alexander facility (Source: Google image, Rooftops Canada, accessed September 2023).....	71
Figure 4.17: BG Alexander (behind near the exit) (Source: Google image, accessed September 2023).....	71
Figure 4.18: State-owned land behind Pickwick planned for development of mixed-use social and market related housing (Source: Author's map, September 2023)	73
Figure 5.1: The short-term 5-year action plan for recommendations (Source: Authors diagram, September 2023).....	90

List of Tables

Table 2.1: Subsidiary Research Questions.....	31
Table 4.1: Research Findings Summary.....	78
Table 5.1: Research Recommendations Summary.....	94

List of Appendices

Appendix 1: Ethics Approval	97
Appendix 2: Consent Form	98
Appendix 3: Consent Form Signed.....	100
Appendix 4: Consent Form Signed.....	101
Appendix 5: Consent Form Signed.....	102
Appendix 6: Consent Form Signed.....	103
Appendix 7: Consent Form Signed.....	104
Appendix 8: Consent Form Signed.....	105

Appendix 9: Consent Form Signed.....	106
Appendix 10: Consent Form Signed.....	107
Appendix 11: Consent Form Signed.....	108
Appendix 12: Consent Form Signed.....	109
Appendix 13: Consent Form signed.....	110

CHAPTER 1: AN INTRODUCTION

1.1. Introduction

Since the start of democracy in South Africa in 1994, significant strides have been made towards dismantling the discriminatory laws and regulations of the colonial and Apartheid eras. However, and despite these strides, the legacy of colonial and Apartheid spatial planning continues to entrench social and spatial divisions in South African cities because economically stressed communities continue to live in dispersed and segregated settlements that are often located far from economic opportunities and public facilities (including public transport, schools and health care facilities) (Smith, 2022). This is evidenced in Cape Town's current spatial configuration (City of Cape Town, 2017). Access to affordable housing in Cape Town was already in a state of crisis during the colonial and Apartheid eras (Le Grange, 1985), but this crisis was never resolved. Rather, it has escalated over the past thirty years (Schermbucker, van Donk & Horber, 2022). To worsen matters, evictions and displacement of poor and working-class families from well-located neighbourhoods continue, due to market-oriented developments and accompanying gentrification, along with the state's inability to develop sufficient affordable housing in inner-city neighbourhoods (Pillay et al., 2017). This serves only to perpetuate socio-spatial divisions in the post-apartheid context. These realities therefore bring into question the City of Cape Town's (CoCT, 2017:2) vision of promoting an "inclusive and caring society that delivers opportunities for economic growth and freedom for all its people".

In response to the ongoing housing crisis, transitional housing is increasingly being considered by state entities and non-government organisations (NGOs) as an alternative housing model to remedy some aspects of the ever-escalating demands for affordable accommodation in Cape Town (and elsewhere in South Africa and globally). Transitional housing is also perceived by state and non-government (NGO) actors as a means to integrate poor and working-class households in neighbourhoods that are located in close proximity to employment opportunities and public facilities (thereby aiming to address some of the spatial injustices of colonial and Apartheid planning). Yet, as argued by Pillay et al (2017), for such a model to achieve its desired outcomes, transitional housing needs to be well-managed and conceptualised as a temporary housing option. It also needs to be funded via sustainable state subsidies, as research findings demonstrate (see Chapter 4).

Key discussions presented throughout this dissertation thus focus on:

- (1) the significance of transitional housing in enabling integrated and inclusive spatial planning outcomes;
- (2) the role of transitional housing in facilitating affordable housing options for poor and working-class residents in well-located areas; and
- (3) the prospects of transitional housing in becoming an alternative, and formal, mechanisms to remedy evictions and displacements from inner-city neighbourhoods undergoing gentrification.

To these ends, this dissertation explores *if* and *how* transitional housing, as a state intervention, enhances the inclusion of disenfranchised residents in well-located neighbourhoods.

The purpose of this chapter is to introduce the research project. As such, it begins by providing a summary of the background to the study. The second section of this chapter stipulates the problem under investigation, before presenting the aim of the research. The overarching aim of the study serves to establish the main research question of the study, which is answered in Chapter 5 along with the answers to the subsidiary research questions that are derived from a review of the relevant literature (see Chapter 2). Answers to the main and subsidiary research questions are informed by an in-depth analysis of the research findings (see Chapter 4) that, in turn, enable the establishment of pragmatic policy and other planning recommendations (see Chapter 5). Finally, this chapter concludes by outlining the structure of the succeeding chapters of this dissertation. Let us now turn to the background and the problem of this study in order to clarify why this research is important and relevant in the situated context under study.

1.2. Background to the Study

Transitional housing refers to “temporary housing provided to households who require a stable housing solution for a period of time before moving on to more permanent options. In particular, it is provided to evictees who have no other immediate housing options” (Pillay, et al., 2017:39). Municipal officials and non-government organisations (NGOs) who deal with evictions, displacements and homelessness have been promoting transitional housing as an alternative solution to the relocation of people to sites on the periphery of the city. In its Affordable Housing Prospectus, the City of Cape Town (2017) points out that tenure-blind developments and a

different approach in the design of social and state-subsidised housing are important for achieving the outcome of integrated and sustainable communities.

In 2019, the City of Cape Town completed its first (and to date only) transitional housing project — namely the Pickwick Transitional Housing project — in Salt River (City of Cape Town, 2019). This project was developed in conjunction with a Cape Town-based NGO, namely the Development Action Group (DAG) that focused on affordable housing delivery. Wayland (2019:5) noted that some described “the Pickwick Transitional Housing intervention as remarkable and life-changing to the beneficiaries”. Conceptualised as a ‘laddered approach’ to accessing affordable housing (which is discussed in detail in Chapters 2, 4 and 5), the Pickwick Transitional Housing Project is also the only housing facility of its kind in the Western Cape. Nevertheless, it is worth noting that similar transitional housing models have been implemented in the inner-city of Johannesburg (see Chapter 2). Figure 1.1. below shows the Pickwick Transitional Housing Project.



Figure 1.1: The case under study: The Pickwick Transitional Housing Project (Source: GroundUp, accessed September 2023)

The Development Action Group (DAG) hope that the City of Cape Town (CoCT) would be encouraged by the outcomes of the Pickwick Transitional Housing Project, so that it might continue to pursue similar options across Cape Town for evicted and homeless residents. Wayland (2019) pointed out that housing activists (including DAG and Ndifuna Ukwazi) have often criticised the City for relocating evictees to the urban edge, far from city centres and from places of employment, schools and other social amenities. By contrast, the Pickwick Transitional Housing intervention starts to speak to the City's commitment to building an integrated and inclusive city, comprised of different residential typologies that could accommodate mixed income groups, mixed tenure options and diverse circumstances. Though considered small in scale — as the Pickwick Transitional Housing Project only accommodates 19 families (Ndifuna Ukwazi, 2021) — transitional housing was considered to be an intervention in support of evictees (Pillay, et al., 2017), particularly if evictees are rendered homeless post-eviction.

Furthermore, and in accordance with the City of Cape Town's revised Metropolitan Spatial Development Framework (CoCT, MSDF, 2022) and the Human Settlements Strategy (CoCT, 2021), the Municipality is in the process of identifying additional state-owned land in well-located neighbourhoods for the purpose of accommodating state-subsidised housing, including transitional housing. As such, the James Street site in Salt River is earmarked for transitional housing for current residents of the informal settlement at the Salt River market site (Ndifuna Ukwazi, 2021). The fact that the CoCT is contemplating further transitional housing developments necessitates further investigations in order to establish *if* and *how* such projects enable inclusivity.

My research thus explores the role of the Pickwick Transitional Housing Project in meeting the City's commitment and mandate to enable a more integrated and inclusive city.

As such, the theoretical lens used to critically analyse the Pickwick Transitional Housing project focuses on inclusionary planning (as discussed in greater detail in Chapter 2).

1.3. Identifying the Problem under Investigation

Evictions in Cape Town and South Africa at large have had a long history that perpetuates the spatial and socio-economic segregation and isolation of poor and working-class households, and that serves to reinforce the unjust spatial legacy of colonial and Apartheid planning. At least 75% of Cape Town's households continue to be excluded from accessing centrally located municipal

services (Ndifuna Ukwazi, 2021), whilst ongoing evictions and displacements of hundreds of families from inner-city neighbourhoods culminate in “a systemic crisis that has been going on for over a decade” (Pillay, et al., 2017:2; Le Grange, 1985). It is also important to note that 80% of Cape Town’s employment opportunities remain concentrated in and around the Central Business District (CBD). As a result of this, 75% of Cape Town’s households spend as much as 60% of their monthly income on transportation costs to access their places of employment (Turok, 2021). Of further concern, the City of Cape Town’s response to inner-city evictions and displacements tends to involve the relocation of evictees to Temporary Relocation Areas (TRAs) that are located on the periphery of the city.

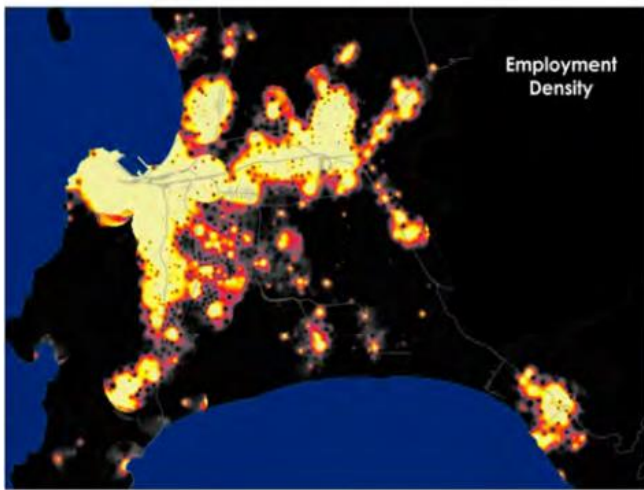


Figure 1.2: Employment density of Cape Town (Source: City of Cape Town, 2018)

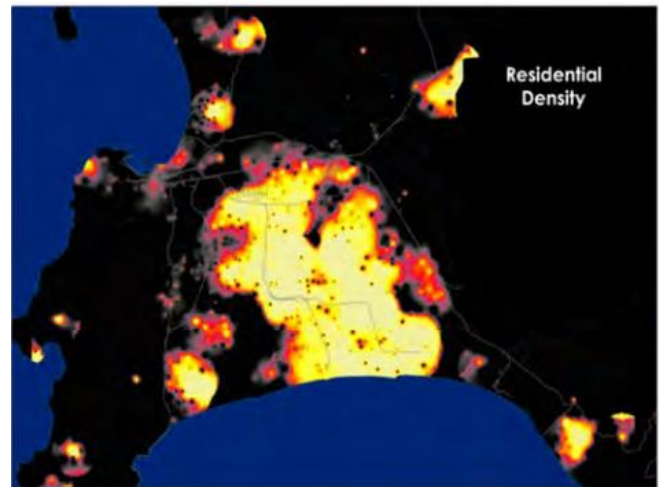


Figure 1.3: Residential density of Cape Town (Source: City of Cape Town, 2018)

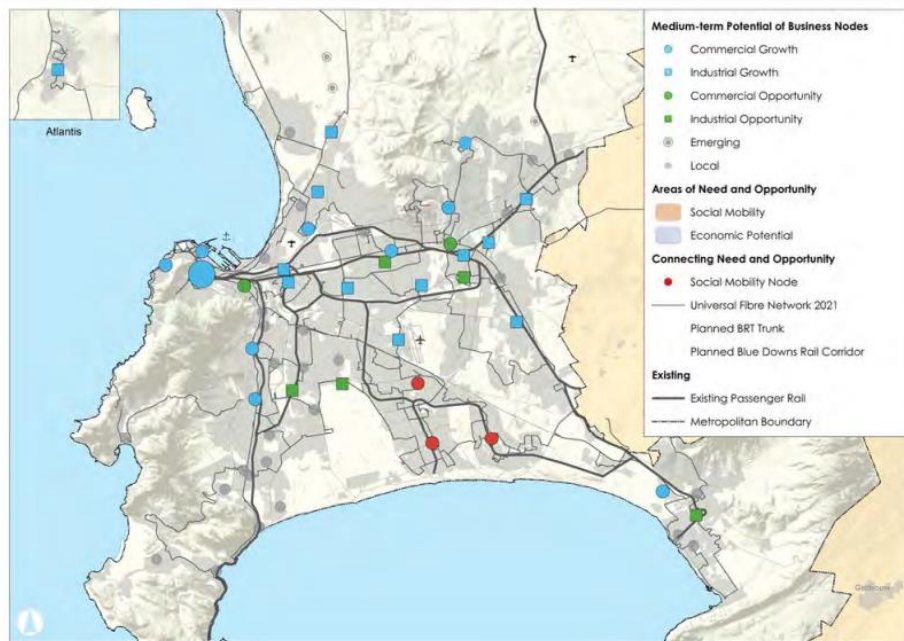


Figure 1.4: Economic nodes (business, retail, office and industrial areas) (Source: City of Cape Town, 2018)

From the municipality's standpoint, Temporary Relocation Areas (TRAs) serve not only to “facilitate evictions, [but also to support] private gains through [the] redevelopment [and gentrification of inner-city neighbourhoods via] the capture of ground rents” (Ranslem, 2015:2). However, the relocation of evictees to the urban periphery exacerbates, perpetuates and aggravates issues of social isolation, unemployment, transport costs and squatting (Levenson, 2018). Regardless of these concerns, the Delft Symphony Way Temporary Relocation Area, commonly known as Blikkiesdorp, represents “one of the 12 temporary relocation areas within the city's limits” to which evicted and displaced households from Woodstock and Salt River were relocated (Levenson, 2018:3). However, relocated families' everyday survival strategies in Blikkiesdorp have become even more challenging, because access to former community networks and livelihood strategies — in addition to access to adequate health care, social welfare and education services — have been severed (Levenson, 2018). Figure 1.5. and 1.6. below shows the location and settlements of Blikkiesdorp in Delft.

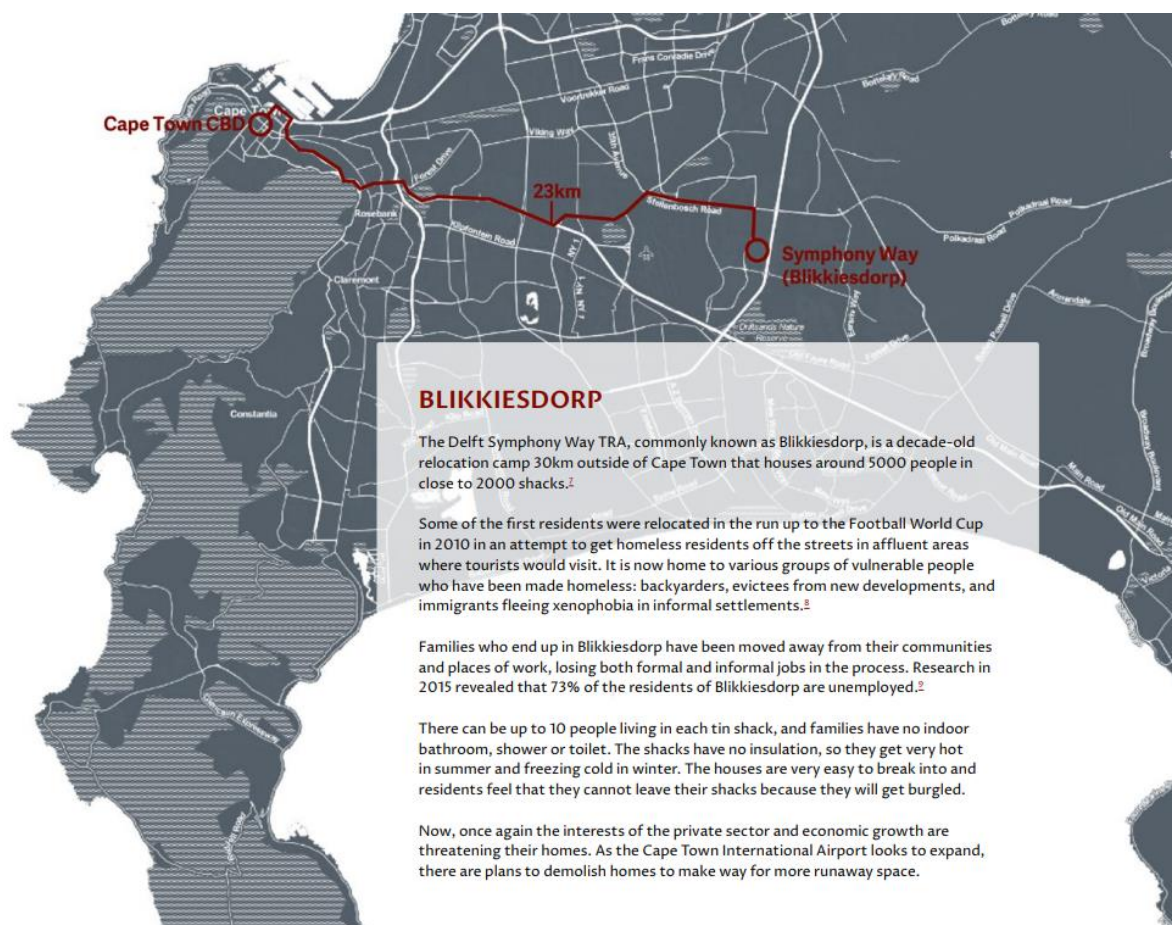


Figure 1.5: The location of the Delft Symphony Way Temporary Relocation Area, commonly known as Blikkiesdorp (Source: Pillay et al., 2017)



Figure 1.6: The settlements/housing of Blikkiesdorp (Source: Pillay et al., 2017)

According to Dube and du Plessis (2021), the Covid-19 pandemic exposed the severity of the housing crisis in Cape Town. Yet despite this crisis, the City of Cape Town demolished over 60,000 informal housing structures and served eviction notices to many inner-city households during 2020 and 2021 (Dube and du Plessis, 2021). In previous legal cases, such as in *City of Johannesburg Metropolitan versus Blue Moonlight Properties 39 (Pty)* for example, the motivation behind Courts granting eviction orders was based on an agreement that the municipality would provide evictees with alternative and safe accommodation within the same neighbourhood where evictions were earmarked (Supreme Court, 2023).

With regard to the Pickwick Transitional Housing intervention, a similar approach was employed, which accorded with the requirements of the Prevention of Illegal Eviction and Unlawful Occupation of Land Act No.19 of 1998 (RSA, PIE Act, 1998). Nevertheless — and regardless of the fact that alternative accommodation within close proximity of where evictions took place enabled municipalities to meet their inclusionary mandates — the Pickwick project remains the only such alternative in the Cape Town (and Western Cape) context. This reality, along with the ever-escalating housing crisis in Cape Town (which is fuelled by the demolition of informal housing structures and the ongoing evictions of residents from inner-city neighbourhoods),

highlights the problem under investigation. This problem necessitates a planning response that is geared towards inclusion and spatial justice, and that serves as lessons for future planning interventions.

1.4. The Aim of the Study

My research focus is thus informed by statutory requirements, in addition to a quest to uncover *if* and *how* transitional housing, as a state intervention, enables the social, economic and spatial inclusion of disenfranchised residents upon evictions. Furthermore, I aim to establish if and how this intervention could become an effective housing mechanism for poor and working-class families in well-located neighbourhoods who may be rendered homeless due to evictions and other affordability challenges.

The main aim of this research is therefore to explore if and how transitional housing, as a state intervention, enhances the inclusion of disenfranchised residents in well-located neighbourhoods, and what planners might learn from this intervention.

1.5. The Main Research Question

The main research question of the study is shaped by the identified problem and the aim of the research, which asks:

How does transitional housing, as a state intervention, enhance the inclusion of disenfranchised residents in well-located neighbourhoods, and what can planners learn from this intervention?

For the purpose of answering the main research question — in addition to answering the subsidiary research questions that will be established from reviewing the literature and relevant legislation in Chapter 2 — a number of qualitative and complementary research methods are used. These include case study methods and discourse analysis. Qualitative research techniques (semi-structured, face-to-face interviews, as well as mapping) will be employed to collect research data. Each of these methods and techniques will be discussed in detail in Chapter 3. In concluding

this introductory chapter, and before turning to Chapter 2, a chapter outline of this dissertation is presented below.

1.6. The Structure of the Dissertation

The dissertation is structured as follows:

Chapter 2 comprises a theoretical framework for the analysis of my case study, which is the Pickwick Transitional Housing Project in Salt River, Cape Town. The theoretical framework is grounded not only in planning theories that focus on inclusionary and just cities, but also on an in-depth review of the literature relevant to this study. The reviewed literature, in turn, establishes subsidiary research questions, themes and assessment criteria that are used to critically analyse the research findings. Arguments presented by some scholars in this chapter are also employed to develop policy and legislative recommendations for future planning interventions. This chapter thus represents a three-fold outcome: (1) to explore existing literature relevant to the topic under investigation; (2) to establish subsidiary research questions, themes and assessment criteria; and (3) to inform policy and legislative recommendations presented in Chapter 5.

Chapter 3 outlines the qualitative research methods and techniques used to undertake this research. Case study and discourse analysis methods and the relevant techniques are discussed at length in this chapter. This chapter also includes a discussion on the strengths and limitations of each of the research methods and techniques used to collect data, as well as a discussion on how an ethical approach is adopted to complete this study. Finally, this chapter includes a discussion on how the research findings are analysed.

Chapter 4 presents the research findings that are analysed against the themes and assessment criteria established in Chapter 2. The analysis involves verifying, corroborating and, when applicable, debunking findings against the arguments presented by authors from the literature reviewed. This enables the formulation of answers to the main and subsidiary research questions.

Chapter 5 begins by presenting answers to the main and subsidiary research questions. In doing so, this chapter then moves on to providing possible recommendations for future planning processes and outcomes. Some recommendations are drawn from findings on suggested solutions from the discourse analysis, while other recommendations are drawn from fieldwork findings.

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

Chapter 1 provides a background to the research study and introduces the problem under study as well as the main research question. It also briefly highlights the main aim of the study. This chapter seeks to review the relevant literature for the purpose of establishing a framework through which findings in relation to the research topic are assessed and analysed (see Chapter 4). It also seeks to establish subsidiary research questions that are explored via the Pickwick case study. Furthermore, a review of the relevant literature serves to establish possible recommendations (see Chapter 5) in response to the research findings presented in Chapter 4.

The first section of this chapter discusses the South Africa legislation and policies with an aim to establish where and how transitional housing is positioned in the South African context. In particular, this section explores the Constitution of South Africa (RSA, 1996) and the 1998 Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (the PIE Act), as these set foundations for informing alternative accommodation options in South Africa. This section also looks at policy documents such as the National Housing Policy (NHP) and Subsidy Programmes and the Social Housing Policy for the purpose of understanding the extent to which transitional housing is relevant and argued for.

The second section of this chapter provide an understanding of transitional housing from a global and local perspective. This section discusses what transitional housing is and what informed its existence.

The third section reviews inclusionary planning theory, since transitional housing speaks of inclusionary principles informed by planning theory. Lastly, this chapter concludes with a summary on the key discussions and a table in which subsidiary research questions discussed throughout the chapter are summarised for the purposed of critically analysing the case under study.

2.2. South African Legislation and Policies Linked to Transitional Housing

2.2.1. The 1996 Constitution of the Republic of South Africa

The first legislation to be discussed in this section is the 1996 Constitution of the Republic of South Africa. It is the most significant piece of legislation governing and overriding all other Acts. Strauss and Liebenberg (2014) note that the South African Constitution of 1996 is foundational for the establishment of social and economic rights that are judicially enforceable, including the right that everyone should have access to adequate housing and to be protected from evictions that are arbitrary. As noted in the Constitution (1996:12), Section 26:

- (1) Everyone has the right to have access 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 the relevant circumstances. No legislation may permit arbitrary evictions.

Strauss and Liebenberg (2014) argue that this section of the Constitution enables restorative justice to remedy past and present causes of spatial exclusion and marginalisation. Transitional housing has the potential to enable restorative justice, as argued in later sections of this chapter.

2.2.2. The Prevention of Illegal Eviction from and Unlawful Occupation of Land (PIE) Act

A second significant piece of legislation in the context of housing rights is the Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (RSA, PIE Act, 1998). The Act is conceptualised to give effect to the above-mentioned Section 26(3) of the Constitution (Strauss and Liebenberg, 2014). As noted in the Act in terms of the 'Eviction at instance of organ of state', it holds that:

- In deciding whether it is just and equitable to grant an order for eviction, the court must have regard to —
- (a) the circumstances under which the unlawful occupier occupied the land and erected the building or structure;

(b) the period the unlawful occupier and his or her family have resided on the land in question; and

(c) the availability to the unlawful occupier of suitable alternative accommodation or land.
(RSA, 1998:8)

'Eviction' or to be 'evicted' here refers to depriving people against their will, of occupation of a building or structure, or the land upon which the building or structure is established (ibid). Strauss and Liebenberg (2014) note that this provision by the Act balances the protection of unlawful occupiers' values and interests (while acknowledging that housing is a human right) against the constitutionally recognised property rights. The Act applies to all who occupy land or property without consent from the owners (ibid). Some authors however, have expressed opposing views pertaining to the responsibility of the court to equally balance the two conflicting rights. Walters (2013) writes that he finds it difficult to understand how the two conflicting rights are really equally balanced if Courts are always ruling in favour of the unlawful occupier by dismissing eviction applications. He notes that his objection is aimed:

at the fact that the owner's common law right to possession of the property is stripped from the owner by the very legislation that was intended to balance the owner's rights against that of the unlawful occupier. My objection is aimed against the fact that, by practical implementation, the scale is tipped predominantly in favour of the unlawful occupier and that for a potentially unlimited period.

(Walters, 2013:3)

The Constitution and the PIE Act are important foundational pieces of legislation as they paved the way for the provision and securing of alternative means of housing to South Africa's urban poor and working-class who may be rendered homeless due to evictions and displacements. Strauss and Liebenberg (2014) note that the jurisprudence of the Constitutional Court on housing and evictions affirms that local authorities are expected to ensure the provision of alternative or temporary land or accommodation to people faced with evictions, particularly settled unlawful occupiers.

The effects of these legislative measures are evident in various Court cases in which the Courts have ruled that temporary or alternative accommodation or land should be provided to evictees

who may be deemed homeless upon eviction. As stated by Strauss and Liebenberg (2014:431): the decision by the Court on the case between the State v Grootboom “affirmed that these provisions place a positive duty on the state to ensure that those living in deplorable conditions or confronted with homelessness gain access to adequate housing”. In the application of Sections 26(2) and 26(3) of the Constitution in the State v Grootboom cases, it is found that courts can assist in preventing or mitigating the spatial exclusion caused by the forcible eviction and relocation of poor and vulnerable groups from inner-city properties or informal settlements to poorly located or peripheral areas (ibid). To this end, this section thus, necessitates asking the first subsidiary research question which is:

To what extent has legislation on housing rights and evictions impacted the decision on the location of the Pickwick Transitional Housing development?

2.2.3. The National Housing Policy and Subsidy Programmes (NHP and SP), and the Social Housing Policy

The National Housing Code is another important policy instrument to be considered in the provision of housing that is socially and economically inclusive of poor and lower-income households. The National Housing Policy and Subsidy Programmes for South Africa (2010) notes that the Code outlines the policy principles, guidelines, norms and standards for the various government housing assistance programmes. Furthermore, the framework for the national housing policy holds the vision of:

the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities, as well as to health, educational and social amenities in which all South Africans will, on a progressive basis, have access to: a) Permanent residential structures with secure tenure ensuring internal and external privacy and providing adequate protection against the elements; and b) Potable water, adequate sanitary facilities and domestic energy supply.

(National Housing Policy and Subsidy Programmes, RSA, 2010:38-39)

The Housing Code further provides an outline of the different housing subsidy programmes available for lower-income households to access adequate housing. In the guide, transitional housing is not one of the officially recognized housing options. However, recognition for its

consideration is made in programmes such as the Breaking New Ground (BNG), emergency housing and social housing programmes and policies. Breaking New Ground or BNG is a term commonly used for the 'Comprehensive Plan for the Development of Sustainable Human Settlements' which was approved by Cabinet in September 2004 (National Housing Policy and Subsidy Programmes, RSA, 2010). It is the first significant policy change of the White Paper on Housing since 1994 and provides state-subsidies to qualifying households (SERI, 2011). The Socio-Economic Rights Institute (SERI, 2011) notes that the emergency housing as an official housing programme, amongst other circumstances, should also apply to people or households who are evicted, or threatened with imminent eviction from land or buildings. This is important since transitional housing scenarios are closely linked with issues of evictions and people who are likely to face homelessness due to evictions and displacements. Emergency housing, by contrast, in most cases are applied to other situations and circumstances, such as State declared disasters. Furthermore, in terms of the social housing policy, the National Housing Policy and Subsidy Programmes, points out that in strengthening the social housing instrument, amongst other things, social housing must be understood to accommodate a range of housing products including transitional housing as a housing option. This thus leads to the discussion on the Social Housing Policy in South Africa.

Social housing according to the Social Housing Policy for South Africa (2009:17) is defined as:

A rental or co-operative housing option for low-income persons at a level of scale and built form which requires institutionalised management and which is provided by accredited social housing institutions or in accredited social housing projects in designated restructuring zones.

The policy notes that social housing needs to meet the national state's objectives of integration, viability and good location, in addition to meeting objectives of the effective and efficient management of rental and collective forms of accommodation. This is significant when taking into consideration the ruling of some Courts that hold that alternative, but well-located accommodation is sought for people who may be rendered homeless due to evictions and displacements. Yet, as discussed in Chapter 1, local municipalities tend, more-often-than-not, to relocate evictees far from well-located neighbourhoods and work opportunities even when Court decisions require integration in well-located and well-serviced neighbourhoods. Subscribing to and implementing transitional housing thus appears as an attempt to address these integration and well-located factors stipulated on the social housing policy.

Furthermore, the policy objectives of the social housing programme aims:

Firstly, to contribute to the national priority of restructuring South African society in order to address structural, economic, social and spatial dysfunctionalities thereby contributing to Government's vision of an economically empowered, non-racial, and integrated society living in sustainable human settlements.

Secondly, to improve and contribute to the overall functioning of the housing sector and in particular the rental sub-component thereof, especially insofar as social housing is able to contribute to widening the range of housing options available to the poor.

(Social Housing Policy, RSA, 2009:11).

These objectives serve to set-up additional subsidiary research questions that are explored via the case study, namely:

How does the Pickwick Transitional Housing Project enable economic empowered and an integrated spatial outcome? And how does the Pickwick case contribute to widening the range of housing options available to the poor?

However, the realization of these policy objectives is hindered by income targeting, since to qualify for social housing, households must demonstrate a secure monthly income of at least R1,850 (Social Housing Policy, RSA, 2009). This precludes many households that do not have secure monthly incomes, from accessing social housing. Housing activists, including the Development Action Group (DAG) and Ndifuna Ukwazi (NU), therefore argue against income targeting.

As a means to increase the capacity of social housing, the Social Housing Policy establishes a 'three-pronged strategy' as follows:

The first component involves continued support to the growth and consolidation of Social Housing Institutions (SHIs), via a greater focus on viable projects. Social Housing Institutions refer to institutions responsible for developing and/or managing viable social housing projects and for promoting the establishment of quality living environments for low income residents in restructuring zones together with local authorities. They are also responsible for consulting with residents in social housing projects through meaningful engagements and informing residents on matters relating to consumer protection.

The second component is the use of Public Private Partnerships (PPPs), for big impact projects in designated restructuring areas.

The third component is the support the growth of private sector rental provision.

In addition to these, the policy argues for the consideration of social housing to be delivered through options such as transitional and communal housing.

Strauss and Liebenberg (2014) point out that these above-mentioned policy instruments have sought to change the spatial landscape of South Africa by promoting housing solutions that are more spatially integrated, while responding to the multifaceted housing needs of the urban poor. However, they note that in practice, these instruments have not been successful in addressing spatial and economic inequality, or access to affordable housing. Considering that existing housing policies are still failing to address issues of spatial and economic integration, an in-depth and critical exploration of the Pickwick Transitional Housing Project might shed new light on how transitional housing addresses the state's desires for integration and the multifaceted housing needs of the urban poor. However, it is important to reiterate that transitional housing does not (as yet) form part of official housing programmes. Additional subsidiary research questions therefore ask:

How is the Pickwick Transitional Housing Project managed? And what are the opportunities and constraints of having a regulated transitional housing policy?

As we shift focus to understanding what transitional housing is, as well its origins, key arguments are made in terms of ensuring that housing for the poor and lower-income groups is socially, economically and spatially inclusionary in cases where households are faced with evictions or displacements from inner city areas of intergenerational connections. The next section provides us with this overview of transitional housing.

2.3. Understanding Transitional Housing in a global and local context

2.3.1 Defining Transitional Housing

According to Crawford (2017) transitional housing is a broad term that has been applied to various housing programmes involving the provision of short-term housing. Transitional housing, in its common and traditional nature, has a time-limiting factor to it, "in single units or congregate

settings provided with intensive services that are... aimed to help participants transition into permanent housing” (Crawford, 2017:9). The Development Action Group (DAG) and the National Association of Social Housing Organisations (NASHO) (2022) noted that in the South African context, transitional housing is a broad term as it means different things to various people. While it is a compelling concept to some, for others it is a developing practice and several non-profit organisations and some municipalities have explored various versions of transitional housing (DAG and NASHO, 2022).

Pillay et al (2017) noted that in South Africa, transitional housing was first used in the 1990s to describe short-term housing shelters which sought to address homelessness in inner-city Johannesburg. Furthermore, in ‘A Pathway to Implementation’, NASHO and Rooftops Canada (undated) notes that transitional housing is a precinct-level mechanism important for maintaining inclusivity as it addresses the needs of the poor households who are homeless or potentially displaced from sites with development potential.

As mentioned in Chapter 1.2, transitional housing refers to “temporary housing provided to households who require a stable housing solution for a period of time before moving on to more permanent options”. As simplified by DAG and NASHO (2022), the idea of movement and being in motion are inherent to the term ‘transition’ and when applied to housing, the term refers to moving from one secure living situation through a temporary housing solution towards a housing solution that is more permanent and long-term.

The notion of ‘transitional’ also has a strong social development aspect in that it enables a temporary housing solution whilst allowing households to transition financially and emotionally, to a more permanent housing solution.

Above all else, and despite its temporary nature, transitional housing enables ‘a right to the city’ which includes access to economic opportunities and municipal services, in addition to participating in local political activities (Lefebvre, 1968). NASHO and Rooftops Canada (undated) point out that places such as Woodstock-Salt River in Cape Town include households with irregular and inconsistent incomes, which usually fall below the monthly social housing stable income entry-level requirement of R1500. Some of the households in this area live informally and for them, transitional housing would be a key element for ensuring that they are not excluded from processes of urban regeneration (NASHO and Rooftops Canada, undated).

According to NASHO and Rooftops Canada (undated), the City of Cape Town (CoCT) with support from NASHO and Madulammoho Housing Association had conducted a feasibility study

for two sites that were identified for transitional housing in Woodstock-Salt River, including the Pickwick site. They concluded that the following conditions and understandings would determine to ability to implement transitional housing (undated:28):

- The municipality retains ownership of the land and funds the construction of the housing using existing available housing subsidies where possible, most likely the Community Residential Unit (CRU) subsidy.
- The municipality procures a managing agent to operate the transitional housing. This managing agent may be a Social Housing Institution, but is more likely to be a non-profit organisation active in providing vulnerable groups with shelter and, in some cases, social support.
- The ‘tenants’ know they are expected to pay a rental that is affordable to them in terms of their monthly income, based on ‘means testing’.
- A shortfall between the revenue from tenants and the actual costs of management and operations is expected, so the municipality must plan to fund this shortfall as part of its provisions for indigent households.
- Further care and social support services will be required to assist tenants with moving on to more permanent employment and accommodation, and this will also require funding support.

2.3.2. Scenarios of Transitional Housing existing in South Africa

The Development Action Group (DAG) and NASHO (2022:5) mention three transitional housing scenarios in contemporary South Africa. The first is transitional housing relating to “Integrated Psychological, Economic and Housing Support”. In this scenario, ‘transitional’ housing is aimed at supporting people “living on the street or informally, to develop the necessary skills and social support to move off the street” (DAG and NASHO, 2022:5). Examples of these includes the Madulammoho Housing Association and the Streetscapes project of Khulisa Social Solutions.

Madulammoho Housing Association (MHA) is a non-profit social housing institution that was born out of MES (Metro Evangelical Services) and the Johannesburg Trust for the Homeless (JTH). The organisation was initially established to advocate for more transitional and communal housing in the Inner city of Johannesburg. As noted by the Development Action Group and the National Association of Social Housing Organisations (2022:6):

MHA's intent was to bridge the gap between people living on the street and those qualifying for social housing by providing transitional and communal housing to low- and inconsistent income earners.

In the attempt to develop a mechanism that would cater for low- and inconsistent-income earners, MHA developed what it refers to as the 'stepped approach to housing' offering a range of housing options at different rental levels. The 'stepped approach to housing' seeks to demonstrate that people are able to get better job opportunities, earn more and improve their housing options with the support they are receiving and as they improve their skills and develop. In this approach, while the aim is to ensure people transition to improved housing options, they are also able to move to lower rental alternatives should their incomes decline. The first option on the housing ladder is the daily or irregular sheltered accommodation for people earning a daily/irregular income between R0-R800.

The second option is the transitional housing for residents earning a monthly income between R500 to R1200. This is the first step from sheltered accommodation to formal housing, and involves an official lease agreement of up to 24 months. It is designed to be temporary accommodation, time bound and involves the integration of various psychosocial and economic support programmes. The support programmes seek to provide residents with training, and to equip them to increase their chances of better employment opportunities in order to ensure they can transition to more permanent housing options. Tenants are expected to pay a deposit and rent the actual bed space. This accommodation comprises of rooms with four beds per room (divided into male and female rooms) with communal kitchen and showers. The amount tenants pay ranges between R180 and R220 per month, excluding water, electricity, cleaning services and a 24-hour security service.

Communal housing is the third option on the stepped approach for residents earning a monthly income between R1200 to R2500. This accommodation comprises of a single-room unit with shared ablutions and communal kitchens. A formal lease agreement is signed for the unit and a maximum limit of two adults and two children per room are permitted. "Rentals range from R800 to R1000 per month and tenants must sign a lease and adhere to house rules but are not required to participate in social economic development programmes" (DAG and NASHO, 2022:6).

The fourth housing option is the self-contained social housing units for residents with a monthly income between R3500 to R22000. These are either bachelor, one bed or two bedroom flats with a bathroom, kitchen and television room.

The final option of the stepped approach is market rental for people earning monthly incomes above R22000. These rentals are provided by the private sector and Madulammoho's subsidiary company named 'Step Up Properties' manages these rental units.

This "stepped approach to housing" sets a good example of how transitioning towards more permanent housing options can be ensured securely, as people also stand less chances of ending up homeless should their income change. Also important to note is that where day shelters are incorporated as in the case of Madulammoho, the end goal should be to ensure development of residents which enables the transitioning to better and more permanent housing options.

A second scenario involves "Alternative Accommodation in Response to Evictions". This is a principle that was established through a series of Court cases resulting from the 'Moonlight' and 'Dladla' cases against the City of Johannesburg (DAG and NASHO, 2022). This scenario involved attempts to avoid evictions in accordance with the duty of the state to provide evictees with adequate temporary alternative accommodation when evictions would result in homelessness.

In the Blue Moonlight case in 2012, the Ekuthuleni shelter was used to provide evictees with alternative accommodation. These included households and residents who earned a monthly income of R400 to R2600, who could not afford the rental accommodation of R600 which was offered to other evictees who at the time rented one of the City's other buildings. The City identified and purchased the Ekuthuleni property, renovated the building and commissioned the Metropolitan Evangelical Services to manage the accommodation as part of a managed care model. The idea of the managed care model, like many other transitional housing projects, was that residents would eventually 'transition' from being 'dependent' on the state towards gaining control over their lives and better housing options including the possibilities of moving on to private or state housing opportunities.

There were however, problems with the management of this accommodation.

Residents found management's regulations very strict, since they included residents not having access to the accommodation during the day. Gender-segregated dormitories resulted in families not being able to live together. Residents found these regulations patronising and humiliating and particularly challenging for families who had children, or for those residents who worked evening shifts. This led to the rules being challenged in the Constitutional Court, and highlights the importance of taking into account the nature of transitional housing.

The third scenario relates to “Alternative Accommodation in Response to Unlocking Well-Located Land”. An example of this includes the case study of this research which will be further explored in Chapter 4). This is the Pickwick Transitional Housing Project in Salt River, Cape Town, which was a joint initiative involving the City of Cape Town, the National Association of Social Housing Organisations (NASHO), the Development Action Group (DAG), and the residents of the Pine Road informal settlement in Woodstock. This project combined elements of both previous scenarios but the primary motivation was to acknowledge the rights of residents to remain in close proximity to the informal settlement earmarked for social housing (DAG and NASHO, 2022).

Crawford (2017) argued that transitional housing is usually occupied by people who are homeless or in the process of facing homelessness. Residents who are or may be rendered homeless, are usually in such a situation as a consequence of various factors including evictions, displacements and gentrification. These factors are further discussed in the next two sub-sections. Non-profit organisations, including Ndifuna Ukwazi (NU) and Economic Rights Institute of South Africa (SERI) have argued for the implementation of transitional housing in the context of securing alternative accommodation for residents who would be rendered homeless due to inner-city evictions particularly in Cape Town and Johannesburg respectively (DAG and NASHO, 2022).

2.3.3. Evictions, Displacements and Gentrification

Globally we are faced with an unprecedented, complicated housing crisis, including issues that vary from “forced evictions to displacement to gentrification; from the mortgage crisis to the austerity-driven decline in public housing to the exponential growth of slums” (Kothari, 2015:1). Kothari further noted that worldwide, about 1.6 billion people were inadequately housed, about hundred million were homeless, while about sixty million having been displaced. Closer to home, urban researcher Budlender (2021: last paragraph) stated that “Cape Town’s housing crisis is growing in scale and intensity every year. More and more people are being forced into precarious housing and many people die while waiting for a home”. Informal housing and homelessness are two measures of this crisis, and two sets of figures show something of the scale of the problem:

The South African Census of 2011 reported that 21,6% of people were informally housed in Cape Town.

Hopkins et al (2020) estimated that in 2018 about 14 357 people were homeless in the city.

While evictions, displacement and gentrification are different concepts and mean different things, they should be understood as interrelated. The United Nations has recognised that displacements are often caused by development projects as a consequence of forced evictions (Kothari, 2015). Kothari went on to argue that evictions have also increased due to the states being reluctant to control housing and property speculation, which have consequently resulted in an increase in gentrification. Versey et al (2019) describes gentrification as a process which involves the transformation of existing neighbourhoods through the influx of economically more affluent residents and businesses and the displacement of existing residents. Furthermore, Chapple et al (2022) noted that displacements may occur before, during or after gentrification, while Watt (2018) pointed out that evictions are a subset of displacement where households are involuntary removed from their homes. These arguments, while providing an understanding of these concepts, they also serve to reiterate the interrelated nature of these concepts.

Evictions and displacements refer to processes that involves involuntary residential mobility (Watt, 2018). Strauss and Liebenberg (2014:435) argued that “the eviction of poor urban communities in terms of post-1994 legislation and policy continues to have a profound impact on spatial settlement patterns in South Africa”, and Charlton and Kihato (2006) added on this argument by noting that the consequence of these evictions can be seen where individuals and marginalised groups have been relocated to peripheral informal settlements far from well-located areas and established livelihood opportunities.

According to Kothari (2015), forced evictions tend to affect society’s poorest and socially and economically most vulnerable and marginalized sectors; people who are in most cases left homeless and end up losing their livelihoods. Evictions thus tend to result in increasing inequalities and social conflict, while contributing to segregation and the reinforcement of apartheid spatial planning. With well-located neighbourhoods being an imperative aspect of this research, this section requires asking the subsidiary research question of:

How has the relocation to the Pickwick Transitional Housing Project affected residents’ livelihoods (socially and economically)?

By 2015, displacements had risen steadily worldwide, increasing by nearly a third since 2005, and data showed that over the past fifty years, more people had been displaced by development projects than by conflict and disasters (Kothari 2015). According to Versey et al (2019), gentrification continues to occur across major cities globally. It tends to increase the values of

properties in a neighbourhood to the point where poorer people cannot keep up with the cost of living, and displacements become inevitable, resulting in changes in the economic class of the neighbourhood (Levy, et al., 2007). This can be problematic as these transformations in economic class perpetuate the exclusion and disintegration of the poor and working-class from well-established and well-serviced neighbourhoods (like Woodstock in Cape Town). There have however been attempts to mitigate the impacts of these factors. The next paragraphs briefly discuss these.

2.3.4. States attempts to mitigate negative impacts of evictions, displacements and gentrification through alternative housing solutions

This section describes some of the alternative housing solutions, including transitional housing. Chapple et al (2022) pointed out that municipalities have increasingly adopted various housing strategies to support communities who face displacement. A common response includes the consideration of alternative housing solutions either in the same area, or in different locations where evictees were originally located. In their 'guide on forced evictions', the United Nations noted that after evictions, new alternative housing for evictees should be located within close proximity of the original location, unless the affected community agreed otherwise (United Nations, undated)

The UN-Habitat (2018) produced 'alternative solutions to forced evictions and slum demolitions' and presented various scenarios where alternative housing solutions were considered for residents who had been evicted and displaced. One case involves the Sareehay Neighbourhood in Cebu City, Philippines. A squatter community of 60 households was settled on private land behind Cebu City Hospital and the land owner wanted to clear the land for development. Negotiations for alternative solutions for evictees took place between the community and the land owner through the local government office, and they came to an agreement for relocation about 2 kilometres away from the original location in the 'tree-lined' suburb of Sareehay. In exchange for the relocation, the land owner agreed to 'buy-back' the land as a way to compensate the residents for costs of moving and rebuilding. The land owner also agreed to buy the identified alternative land which he also developed for the relocated community. The developed land was then handed over to the Sareehay Homeowners Association of the community and 'parcelized' into individual title deeds in the households' names.

The community established a site plan which included a community centre, a big playing field and plot sizes of 36 and 54 square metres (depending on whether households were tenants or “owners” at the previous settlement). While most households built their own homes, some contracted Eco-builders construction company to build cost-effective row-houses designed with high roofs with room for adding a second floor later on if needed. This case example was described as a successful “housing finance partnership in Philippines”, one in which no income targeting was applied. As noted in the ‘Quick Guides for Policy Makers’ (2008:17) everybody won: “Sareehay helped to set an important precedent in Cebu, where landowners who profit from clearing land of poor households accept some responsibility for providing alternative land and assisting the community’s resettlement process. The land owner can then reap real-estate profits, and the poor households get decent, secure land and houses.”

Alternative housing solutions in the South African context include the example of the Ekuthuleni Shelter, as discussed under the scenarios of transitional housing. Other examples in South Africa relate to court cases such as the Olivia Road case and the Carr Street case where residents were faced with evictions. The Development Action Group (DAG) and NASHO (2022:15) argue that “while municipalities have been slow in developing proactive alternatives, certain eviction cases have compelled municipalities – by court order – to provide alternative adequate temporary accommodation. It is in the context of such cases that ‘transitional housing’ was considered and tested as a form of alternative accommodation”.

In the Olivia Road case, the City of Johannesburg embarked on a regeneration programme with the vision being “one of gradual displacement of the poor from the urban core, through a process of accelerated, state-assisted gentrification” (SERI, 2016). Pillay et al (2017) noted that in 2007 the court had ordered the City of Johannesburg to provide alternative accommodation for the evictees that would be displaced. Upon engagement with the occupiers, an agreement was reached in which the occupiers would be relocated to the MBV building not far from the inner city, where residents were previously living. The MBV building, a Hospital in Joubert Park, was renovated, refurbished and residents moved into single rooms, with shared kitchen facilities as well as communal bathrooms. In the Daily Maverick, Nicolson (2015) quoted Moray Hathorn, Lauren Royston and Stuart Wilson who at the time noted that “The MBV is a tiny oases of public housing in the middle of what is, for the poor, the desert of the inner-city residential property market. It is also a symbol of what the state can do when it stops making excuses and starts delivering”.

In 2009, evictees in the Carr Street case was provided with the MOTH building in downtown Johannesburg as an alternative housing solution by the state. The building was renovated and turned into dormitories for residents to sleep in, which included shared kitchens and bathrooms. In this case example, the owners of the building from Carr Street agreed to contribute R1.5 million to the City to assist with the relocation, the capital costs of renovations and the training of staff at the accommodation.

Both these alternative housing solutions were managed by the City's Regional Housing Department which oversees all City-own rental stock. After a decade, in both these buildings challenges of poor management and lack of maintenance were faced as the City became less responsive to the concerns and living conditions of residents. Nicolson (2015) stated that "while MBV remains a symbol of the right to housing and an important model for inner-city accommodation, residents faced continuing challenges as the City fails to maintain the building". Some City Officials pointed out that these were experienced because the Housing Department managing the accommodation was already overburdened. They also pointed out that poor conditions were experienced because operating costs were not adequately covered.

According to Pillay et al (2017) "In both the MBV and MOTH buildings, residents were expected to pay a low monthly fee. However, the rent was not enough to cover the operating costs of the building and the City did not differentiate rental based on what evictees could afford to pay - so everyone paid a flat rate. Some tenants could afford to pay more, while others could only afford a nominal rental".

Residents were to pay a maximum of 25% of their monthly incomes and so it was not targeting specific income groups. An argument can therefore be made that while no income targeting was applied and both buildings were operating successfully for a decade with state responsiveness, the challenges of poor management and lack of maintenance could have been avoided through differentiated rental based on what residents could pay and subsidising operating costs, and a good external management agency.

In response to some of the challenges with alternative housing solutions for evictees, the City of Johannesburg established a new policy called the Special Process for Relocation of Evictees (SPRE). Through this policy the city aimed to provide temporary emergency accommodation to residents who could be rendered homeless due to evictions from well-located areas and within walking distance to transport. The policy would provide this accommodation through refurbishing and converting older buildings as well as developing new buildings on land owned by the city in

well-located inner city areas. It was noted that the accommodation will comprise of single rooms, with communal kitchens and shared bathrooms. The City suggested that this housing option be provided in vertical mixed-used buildings with social housing and with lease agreements for a maximum period of 12 months.

This transitional housing would be provided on an application basis regardless of whether applications were from eviction proceedings. The applicants' circumstances would be assessed by a unit in the city. The assessment would include a review of the finances of the households on a case-by-case basis to assist in determining whether some people might be allocated more permanent affordable housing solutions instead of providing them with temporary transitional housing. As part of the policy, the City also sought to work with social housing companies to include temporary emergency accommodation as part of the new social housing developments and these companies would also manage this accommodation. Capital costs were expected to be funded by the City, as well as the subsidising of operating costs. Furthermore, cross-subsidisation was considered through including mixed-used development, such as retail. Another aspect was the consideration of programmes and assistance from relevant departments of social development.

2.4. Conceptualising Inclusionary Planning in Planning Theory

Fainstein (2005; 2010) argued that planning praxis should consider the conditions under which conscious human activity is able to ensure the creation of a more just and equitable city. This, in turn, would necessitate the spatial and economic inclusion of all residents in the urban context, which is the overarching aim of this research (see Chapter 1). Parnell (2013) adds to Fainstein's argument by stating that planning should serve as the institutional mechanism that ensure that the needs of all residents are met by current and future planning interventions. To this end, Parnell (2013:3), emphasised spatial and economic inclusion and integration as a priority in meeting residents' needs and aspirations, "without which the urban poor flounder". However, Liu et al. (2020) argued that local authorities across various world regions continue to face major challenges in their planning and governance processes that hinder economic and spatial integration. These challenges include global economic recessions and higher rates of unemployment that hamper government spending. Nevertheless, they maintain that "a first step towards realizing [a more just and equitable city, despite ongoing challenges,] is to conceptualize

an integrated framework that allows decision-makers to delineate, evaluate, and guide the development of these cities towards inclusiveness” Liu et al. (2020:1).

The City of Cape Town has implemented integrated spatial frameworks ever since Integrated Development Plans (IDPs) first emerged as a co-ordinating planning and budgeting instrument in South Africa in 1996 (Binns and Nell, 2002). Yet, 27 years of integrated planning and budgeting have yielded scant results from an inclusiveness standpoint. This reality necessitates asking—by way of a subsidiary research question—

How are Pickwick residents enabled and empowered to fully participate in the social, economic and political opportunities of Salt River, in particular, and Cape Town, more generally?

This question is derived from the UN-Habitat’s (2002:5) definition of an inclusive city, which holds that an inclusive city is “a place where everyone, regardless of their economic means, gender, race, ethnicity, or religion, is enabled and empowered to fully participate in the social, economic, and political opportunities that cities have to offer”. Answers to the above question serve to establish if and how Transitional Housing might begin to address some aspects of Cape Town’s ongoing failure to enable inclusiveness (see Chapter 4). In addition to the UN’s definition of inclusivity, in 2017 the Asian Development Bank (cited by Liu, et al., 2020:3) expanded on the definition by bringing in an operational focus that necessitates:

an inclusive city [to be] built on [seven criteria]: (i) all stakeholders involved in integrated urban planning; (ii) knowledge and information sharing; (iii) public participation and contribution; (iv) mechanisms to ensure an adequate standard of living of the vulnerable population; (v) pro-poor financing services; (vi) resilience to global environmental and socioeconomic shocks and threats; and (vii) mechanisms to ensure the sustainable use of its resources.

Thus, in addition to learning about inclusivity from Pickwick residents, this research also needs to establish if and how the City of Cape Town meets any, some, or all of Asian Development Bank’s criteria, since this knowledge sheds additional light on why 27 years of integrated planning and budgeting in South Africa has yielded so few results from an inclusiveness standpoint. Additional subsidiary research questions therefore include:

What mechanisms are used by the City of Cape Town to ensure poor and marginalised residents’ involvement in integrated urban planning?

How does the City of Cape Town share knowledge and information with poor and marginalised residents?

How do poor and marginalised residents contribute to the City's public participation initiatives?

What mechanisms are employed by the City of Cape Town to ensure that poor and marginalised residents have access to adequate standards of living?

What pro-poor financing services are implemented by the City of Cape Town?

How does the City of Cape Town deal with and address global environmental and socioeconomic shocks and threats?

How does the City of Cape Town ensure the sustainable use of its resources?

The Asian Development Bank's concern for pro-poor financing services corroborates Fainstein's (2010:3) argument that a just city is one "in which public investment and regulation would produce equitable outcomes rather than support those already well off".

For Fainstein, social justice became that value that everyone would choose if they did not know where they were going to end up in the social hierarchy, thereby revealing her theoretical grounding in a Rawlsian tradition of the 'Just City'. This grounding enabled Fainstein (2014) to identify three criteria for the 'Just City', namely: democracy, diversity and equity. Democracy entails a situation where everyone has a say in integrated urban planning (hence the afore formulated subsidiary research question that is explicitly designed to explore the City of Cape Town's democratic approach to planning).

For the second criterion, diversity, Fainstein cites Young (1990:47) by stating that:

differentiation is both an inevitable and a desirable aspect of modern social processes. Social justice, [which necessitates inclusivity,] ... requires not the melting away of differences, but institutions that promote the reproduction of and respect for group differences without oppression.

An additional subsidiary research question therefore asks:

How does the Pickwick Transitional Housing Project enable the reproduction of and respect for group and individual differences?

Fainstein further noted that some urban scholars failed to regard the merit of diversity in their promotion of economic growth. She pointed out that diversity promotes economic growth via the right of all residents, especially poor and marginalized residents, right to the city (Fainstein, 2010). The role of transitional housing is to enable this right to the city, as argued in Section 2.3.1.

Finally, equity concerns fairness and equitable access to state resources, including access to adequate standards of living. This principle has been included in the subsidiary research question that explores the City's equitable access mechanisms).

2.5. Restating the Subsidiary Research Questions

Upon review of the relevant literature, including a review of relevant legislation and policies, I have established a number of subsidiary research questions that are further explored in the case under study (See chapter 4). Accordingly, these questions are listed below in the summary table. The purpose of this table is to provide a summary of the subsidiary research questions. As the assessment criteria and themes, the research findings and recommendations are presented in subsequent chapters, this table will be expanded.

2.6. Conclusion

The first section of this chapter underscored the South African legislation and policies that deal with the recognition of the rights of people in terms of housing and evictions. The Constitution of South Africa and the PIE Act were noted as crucial in paving the way for preventing evictions and securing alternative accommodation for the poor and the working-class who may be faced with homelessness due to evictions. Furthermore, through a review of the National Housing Policy and Subsidy Programmes and the Social Housing Policy of South Africa, this section sought to determine the relevance of implementing Transitional Housing as a means not only to begin to address severe housing shortages, but also to address ongoing spatial and economic segregation.

The second part of the chapter discussed transitional housing in the global and local context by focusing on what it is and how it enables 'a right to the city' for poor and marginalised residents. This part also included a review of some of the eviction, displacement and gentrification literature.

Transitional housing exists to support the homeless and mitigating the injustices derived from evictions, displacements and gentrification, and a few examples of alternative housing solutions were examined, from which lessons were drawn. The first example was the Sareehay Neighbourhood, in Cebu city, Philippines, which involved a squatter community that faced evictions by a private land owner wanting to develop his land. The land owner was seen as accepting responsibility for displacing poor households and compensated them for the costs of moving and rebuilding (given that he would profit from the development). In South Africa, examples included alternative housing solutions which resulted from court cases, such as the Olivia Road case and the Carr Street case. These also illustrated attempts to mitigate possible impacts of evictions and displacements.

There are key lessons for consideration that can be drawn from Johannesburg's Special Process for Relocations of Evictees (SPRE). These included the refurbishing and conversion of older, well-located inner-city buildings into new alternative accommodation, alongside the development of new buildings as needed. Secondly is the consideration of vertical mix-used buildings of transitional housing with social housing lease agreements. A third suggestion was the consideration of transitional housing options with retail developments to assist with cross-subsidisation. And finally, the example of the City contributing to the Capital costs and subsidising the operating costs. These were similar to the arguments made by the City of Cape Town from the study conducted to determine the ability to implement transitional housing.

The third and final section of this Chapter focused on inclusionary planning theories that served to establish a final set of subsidiary research question for the explicit purpose of critically assessing the case under study. Before turning to the research findings—which are based on the answers to established subsidiary question—the next chapter focuses on the research methods, techniques and ethical approach used to collect research finding.

Table 2.2: Subsidiary Research Questions

Subsidiary Research Questions Derived from Literature Reviewed
How is the Pickwick Transitional Housing Project managed?
How has the relocation to the Pickwick Transitional Housing development affected residents' livelihoods (socially and economically)?
How does the Pickwick Transitional Housing Project enable economic empowered and an integrated spatial outcome?
How do poor and marginalised residents contribute to the City's public participation initiatives?
How does the Pickwick Transitional Housing Project contribute to widening the range of housing options available to the poor?
How are Pickwick residents enabled and empowered to contribute and fully participate in the social, economic and political opportunities of Salt River, in particular, and Cape Town, more generally?
What are the opportunities and constraints of having a regulated Transitional Housing policy?
To what extent has legislation on housing rights and evictions influenced the decision on the location of the Pickwick Transitional Housing development?
What mechanisms are used by the City of Cape Town to ensure poor and marginalised residents' involvement in integrated urban planning?
How does the City of Cape Town share knowledge and information with poor and marginalised residents?
What mechanisms are employed by the City of Cape Town to ensure that poor and marginalised residents have access to adequate standards of living?
What pro-poor financing services are implemented by the City of Cape Town?
How does the City of Cape Town deal with and address global environmental and socioeconomic shocks and threats?
How does the City of Cape Town ensure the sustainable use of its resources?

CHAPTER 3: RESEARCH METHODS AND TECHNIQUES

3.1. Introduction

In Chapters 1 and 2 the main and subsidiary research questions were presented respectively. This chapter discusses the research methods and techniques applied for the purpose of finding answers to the research questions. The first section of this chapter discusses the research methods, which include the case study method and Critical Discourse Analysis (CDA).

Section two shifts focus to the research techniques, namely semi-structured interviews and mapping. Both sections also outline the strengths and weaknesses of these research methods and techniques discussed. The weaknesses include the issue of generalizing findings, the time-consuming element of these processes, and the role and subjectivities of the researcher. Ways of addressing the various weaknesses of both the methods and the techniques are also further discussed in these sections.

The third section entails a discussion on the sampling procedure, including the process of selecting research participants.

Section four of this chapter outlines the ethical considerations of this research study, which include obtaining consent from potential participants; explaining the purpose and aim of the research; and making sure that research participants understand what the study is about. Ensuring that consent is given for recording interviews is an important aspect of the ethical approach, as is ensuring anonymity of participants. For both of these, participants must give informed, written consent. Lastly, being aware of and knowing how to deal with the outsider standpoint as the researcher is also key in the ethical approach of this research.

The final section discusses the data analysis, outlining how the data for this research is analysed, particularly discussing (1) Transcribing and Interpreting of the data, (2) Organising/Categorising, and (3) Representation of the data.

3.2. Research Methods

This study focusses primarily on qualitative research methods for data gathering. Qualitative research methods are used to collect data that are non-numerical and based on participants' experiences, opinions, and subjectivities in relation to the topic under study (Bhandari, 2022).

Ryan et al (2009) explain that qualitative research methods focus on the nature, explanation as well as the understanding of phenomena. Examples of qualitative research methods are: case studies, oral histories, Participatory Action Research (PAR), archival research methods, ethnography, institutional ethnography, auto-ethnography, and Critical Discourse Analysis (CDA).

My research on Salt River Pickwick Transitional Housing Project and policies and legislation concerning state-subsidised housing, meant that I would need to talk to a number of stakeholders, examine legislative and policy documents and conduct my own observations. The case study method and discourse analysis thus serve as the most appropriate research methods for this study.

3.2.1. Case Study Method

According to Yin (1984:23) the case study research method entails “an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used”. The Merriam-Webster dictionary (2009), in turn, defines case study methods as a rigorous analysis of an individual unit which may be a person or community which involves emphasising development factors relative to the environment. In the context of this study, Pickwick with its various stakeholders are the relevant community.

Yin (2004) pointed out that in selecting a research method(s), one’s choice largely depends on the research question(s). My research focuses on ‘how’ and ‘what’ questions for the purpose of eliciting exploratory and descriptive answers. In addition, my research concerns the illumination of a particular situation to get a better understanding of it. This study on the Pickwick Transitional Housing Project in Salt River neighbourhood address both the ‘how’ and ‘what’ questions.

Yin (2009) highlights that each research method is subject to strengths and weaknesses, which are dependent upon three conditions:

- the type of research question,
- the control an investigator has over actual behavioural events, and
- the focus on contemporary as opposed to historical phenomena.

One of the strengths of case studies lies in conducting an in-depth investigation into a specific area or context of study (Yin, 2004). Furthermore, Yin (2004) argues that case studies are one of

the methods that enable one to make observations that are direct, while collecting data in a setting that is more natural, in contrast to derived data. Another strength of case studies is the ability to draw from multiple sources of evidence for data gathering.

According to Flyvbjerg (2011) some of the weaknesses of the case study method includes:

- relationships may be overstated or understated because of selection bias.
- there are often issues of ambiguity and lack of clarity in terms of statistical significance and
- the population may sometimes have a weak understanding of the phenomena under study.

Babbie and Mouton (2001) added to this list of weakness:

- generalising the findings from a case study is often problematic.

I was aware that I might encounter these limitations during my research, and needed to understand, and be aware of them, and thus have an ethical way of dealing with them. When it came to the possibility of selection bias, I had to ensure that I relied on various sources, so that I could triangulate and thus verify my findings. Triangulation involved obtaining input from a wide range of participants ranging from members of non-government community organisations such as the Development Action Group (DAG) and Ndifuna Ukwazi (NU), private companies, as well as the residents who have benefited from the intervention. I understood that private companies for example, may have different viewpoints to those of members from DAG and similarly, residents may have a different viewpoint to the other stakeholders.

In addition to ensuring there was little or no selection bias, I also had to ensure that my understanding of the phenomena under study was built up by listening to as wide a range of participants and/or stakeholder groups as possible. I needed to guard against making premature conclusions based on one groups' understanding, but rather learn from the experience and knowledge I acquire during the process from engaging with a broader and diverse spectrum of stakeholders. During the process of engaging with the various research participants it was important to take note of how I presented the questions so that I was consistent in what I asked and the questions were as clear as possible to the participants. It meant re-evaluating how the questions were received during one interview in order to improve the next to ensure questions were understood.

In terms of ambiguity and lack of clarity in terms of statistical significance, it is important to note that this study focused on qualitative research therefore, quantifying was not the objective. On the limitation of the inability to generalize from case studies- while there are different views on this, the aim of my research was not to generalise from the research findings. Instead, the study's aim is to draw out knowledge and lessons by exploring if and how transitional housing, as a state-subsidised intervention, had enhanced the inclusion of disenfranchised residents in well-located neighbourhoods in the context of Cape Town. This knowledge and lessons, in turn, maybe used to inform future planning practices.

Lastly, some scholars such as Flyvbjerg (2006) have, argued against the idea that one cannot generalize from a case study. According to Flyvbjerg (2006:228):

One can often generalize on the basis of a single case, and the case study may be central to scientific development via generalization as supplement or alternative to other methods. But formal generalization is overvalued as a source of scientific development, whereas “the force of example” is underestimated.

3.2.2. Critical Discourse Analysis (CDA)

According to Luo (2022), discourse analysis refers to a qualitative research method which involves analysing texts and thus making interpretations based on findings of both the material itself, as well as the contextual knowledge. Discourse analysis can be used for the analysis of written and verbal texts, and it is considered useful for the analysis of legislative text and policies. Jorgensen and Phillips (2002) note that what often underlies the word ‘discourse’ is the understanding that peoples’ utterances in different domains of social life (e.g. medical discourse or political discourse) generally structure language into different patterns and discourse analysis refers to the anylising of these patterns.

Mullet (2018) writes that Critical Discourse Analysis (CDA) explains and analyses how social inequalities are constructed, maintained and legitimised by discourses. Furthermore, through engaging actual linguistic textual analysis of language, CDA highlights the discursive nature of language in both cultural and social events as well as the process of change in modern society (Jorgensen and Phillips, 2002). In addition to exploring the meaning of policy content, in the field of urban policy, CDA also explores and reveals the role of discursive practices in the maintenance

of the social world including the social relations that involve unequal power relations that influence how policy content is established, legitimised and implemented (Jorgensen and Phillips, 2002; Jacobs, 2006). In the context of this research study discursive practices entails examining of the context in which assertions are made and how they advance future dialogue (ibid). Furthermore, Critical Discourse Analysis aims at bringing change of more equal power relations in processes of communication and society generally, and Jorgensen and Phillips (2002) have highlighted some of its advantages.

One of these is its applicability to a range of subjects and situations. Another is its usefulness for the analysis of policy in revealing the ideology, values and language of our institutions and the legislations and accompanying policies. One of the limitations of discourse analysis, however, is that it can be time-consuming as the researcher has to read and reread texts carefully. A further limitation of CDA is that analysis of legislation, policies and text under study is subjected to the selection, interpretation and biases of the researcher.

In an attempt to deal with the time element of CDA in this study, I planned carefully, clearly outlining how much time I could spend on the analysis and attempted to be as efficient as possible by drawing the most relevant information from the policies and legislation in my study. Secondly, in selecting the texts for analysis and interpretation, I had to be aware of my own possible biases, clearly outlining these and understanding how they might influence my research. This attempt to limit my own subjectiveness was part of the ethical considerations for this research project, and I took courage from Forester, who has stated that in one way or the other “we’re always theorising, like it or not, and we’re always using partial, selective and potentially biased lenses, filters, languages and frameworks” Forester (2004:3).

3.3. Research Techniques

Another important part of my research study and any other research is research techniques used for collection of data and information for the purpose of answering my main and subsidiary research questions. Examples of qualitative research technique are: questionnaires, interviews, observations and mapping. This study made use of two research techniques namely, interviews and mapping.

3.3.1. Semi-Structured Interviews

Interviews, as defined by Mathers et al (2000), refer to a data gathering technique which involves verbal communication between the person who does the research and the subject or research participant. Interviews vary and may include individual, face-to-face interviews, focus groups, ethnographic interviews and the recording of oral history. Interviews are conducted using one or more of three formats which Ryan et al (2009) refer to as structured or standardized interviews; semi-structured or semi-standardized interviews; and unstructured or unstandardized interviews.

As a research technique that is “reality-constructing and enables meaning-making occasions” (Roulston, et al., 2003:645), interviews work well in the context of this case study, which seeks to investigate the Salt River Pickwick Transitional Housing Project. Interviews enabled me to gather knowledge and experiences directly from stakeholders.

Individual, face-to-face interviews were conducted. The format of the interviews was semi-structured, meaning that I began discussions with pre-established questions but had the flexibility to probe research participants’ answers. While specific questions were used to steer conversations towards answering the research question, it was important to create a space where I (as the interviewer) and interviewees could co-construct data through follow-up questions arising from the conversations. Probing research participants’ answers enabled me to tap into and uncover responses and eventually findings, that would otherwise have been missed if strictly structured interviews, with established and predetermined questions, were applied. A structured approach would have limited the effectiveness and level of meaningful co-construction of data, while alternatively, the semi-structured format applied is more balanced.

Interviews were recorded for the purpose of transcribing the data. In cases where this was not possible, extensive notes were taken.

Apart from the time spent in organising and setting up interviews, one of the challenges was that, once started, time had to be spent creating rapport and gaining the trust of the participant so that meaningful data could be collected. This was a particular problem where participants had limited time available for interviews.

3.3.2. Mapping

Corner (1999) describes mapping as an imperative tool in the construing and constructing of lived space. My research aimed to understand transitional housing and its relative inclusiveness in relation to social and economic opportunities. Mapping was a key research tool for the analysis of the location and relation of people to places and facilities of significance. Mapping was important as it entailed the gathering and revealing what is happening on the ground. Only once we know this can we speculate on what could be in terms of future planning. To support this argument, Corner (1999:228) noted that mapping “discloses, stages and even adds potential for later acts and events to unfold”. This goes back to what was discussed earlier regarding the location of proposed sites identified by the City for possible transitional housing which would reveal and speak to the inclusive commitment by the city.

Understanding that previously evictions and relocations led to residents being relocated to peripheral areas, the mapping focussed on the site of the transitional housing intervention in relation to previous locations of residents, their places of employment and employment opportunities, schools and other social amenities, in an attempt to explore if and how this type of intervention enhanced social and economic inclusiveness in the city. This was also significant for visualizing if in fact this intervention had enabled ‘a right to the city’ for residents. Corner (1999) points out that mapping essentially informs interventions that are decided up on in the built environment. This statement by Corner became significant in the case under study.

3.4. Sampling Procedures

The sampling procedure of this research comprised of two approaches namely, the purposive sampling and snowball sampling. Babbie and Mouton (2001) describe purposive (or judgemental) sampling as a non-probability sampling method, which Taherdoost (2016), noted was appropriate for case study and qualitative research.

Under purposive sampling, initial participants are selected based on the purpose of the research and perceived knowledge of relevance of the participants. Silverman (1997) argue that purposive sampling enables the researcher to include all the relevant people under the subject matter. Taherdoost (2016) similarly pointed out that it involves researchers identifying participants or cases that warrant inclusion. Some of the strengths of this technique is that it can be convenient,

cost-effective and not time-consuming (Taherdoost, 2016). Taherdoost also argues that purposive sampling is particularly ideal for research that are exploratory. With this sampling approach comes a weakness in that purposive sampling is subjective and cannot be used to generalize. However, it is important to note that the aim in this research is not to generalize findings (Chapter 1).

The snowballing technique was then applied to obtain additional participants; whereby selected participants already interviewed were asked to identify other potential relevant participants. Snowball sampling is also a non-probability method that increases the sample size by using a few cases to motivate other cases to participate in the study (Taherdoost, 2016). While snowballing is useful in assisting a researcher to get additional relevant participants and some that might otherwise would have been overlooked, a limitation of this approach is that it could result in interviewees suggesting or directing the researcher to participants with potentially the similar experience and views, therefore limiting the sense of different perspectives and information. Silverman (1997) noted that one way of mitigating against this limitation would be to ensure that interviewees identify participants who might offer differing opinions. A strength of this technique is the ability to “estimate rare characteristics” therefore allowing the researcher to select participants with different experiences and perspectives (Taherdoost, 2016).

3.5. Ethical Considerations

Throughout the research process - from the methods used to the techniques applied and even the type of questions to be asked - decision making was required and the justifications for these decisions were crucial, which is where my ethical considerations come in. I understood that whatever I did during my research study required me to be ethical.

Firstly, in making sure that I was transparent with my participants, I had to be clear to them about the aim of my research study, while ensuring that they were also aware that their participation was voluntary. This is to ensure that participants were well informed before agreeing to take part in any interviews.

Secondly, I needed to obtain consent from every participant in my study before proceeding, meaning I made sure that I received evidence based agreement from my participants. This also confirmed participants' knowledge and understanding of what the study was about as well as their role as interview participants. Furthermore, with my interviews I needed to get consent from the

interviewees when recording of the interaction between us, particularly the interviews. I aimed to ensure that both myself and the participants signed consent forms after recordings, so knowing that participants permitting me to record was consent but also with them signing after interview recordings confirmed consent and that they were comfortable with what they said. It was also important that I asked for permission or obtained their consent to use their identities, or, if they would prefer anonymity, and that I rather use pseudonyms/fictional characters. For the purpose of protecting the identity of those who chose to be anonymous, in the final work I made use of pseudonyms for all my participants who was closely link to other participants.

An instrumental aspect of my ethical research approach was that I was an outsider to the community and neighbourhood as a whole. This had both limitations and advantages. Braun and Clarke (2013) distinguished between an insider and an outsider by highlighting that as a researcher, one becomes an insider when one shares specific common attributes with the research participant (and one remains an outsider when one does not share these attributes and/or does not belong to any of the groups to which the participants belong. As an outsider, I needed to be aware of my limited understanding and knowledge of the context and the experiences of the participants. Not knowing the context can be sometimes a limitation because it could influence my research in the sense that I would need to invest more in trying to understand the context first. Furthermore, I might not always be able to relate to the experiences and perceptions of the participants and this might negatively affect my understanding and interpretation. Being an outsider also meant that participants might have had a negative perception of me, thus doubted my intentions. This is where transparency as a way of building trust became important.

For the discourse analysis, selecting the literature to be reviewed was based on both arguments for the subject matter, as well as critics on the subject. Another important element was the need for awareness and understanding of my role and my own subjectivities as a researcher, so that I could avoid subtle bias. This could happen through the methods and techniques chosen; in the selection of participants; and also through my own attitudes to a place, space or even the people involved in the research. I needed to understand and be fully aware of my potential subjectivities and the impact of choices I make in my research.

A final important factor in the ethical approach was aimed at getting my participants to veto/verify my interpretation of their responses to my interview questions. This was not only an ethical issue, but gave me confidence that I had collected accurate information. The aim was also to show research participants that I valued their opinions and inputs which hopefully fostered a sense of

satisfaction and strengthen the trust between myself and the participants and community at large especially for future relations.

3.6. Data Analysis

In Chapter 4, the findings and analysis of the data is represented. Once the data collection had taken place, it was then analysed. The data analysis phase for this research made use of three steps namely:

- Transcribing and Interpreting the data
- Organising/Categorising
- Representing the data

Transcribing the data involved attentive listening to the interview recordings and writing these down exactly as the conversations unfolded. It involved replaying of the recordings to ensure accurate writing of the participants' responses. Once all interviews had been transcribed, interpretations involved 'making sense' of the data, and confirming the written interpretations with the participants to ensure that my interpretations were accurate and grounded.

In the process of further 'making sense' of the data, it was necessary to organise and categorise the interpretations. This entailed sorting the responses and grouping them into the same themes and criteria. This was also a tedious process as it entailed perusing back and forth through the data collected and the literature review chapter. It required the adjustment of themes and moving around of data to structure data under themes that would ensure a coherent flow of argument.

Finally, the categorisation was followed by the write-up process to present the findings according to the different themes and criteria. Under each theme research findings were tested against statements and arguments of authors from the Chapter 2. The purpose in this was to corroborate, verify or debunk the fieldwork research findings by means of analysing and describing findings against the arguments of other scholars.

3.7 Conclusion

This chapter outlined the research methods and techniques applied in this research to answer the main and subsidiary research questions. While each method and technique had its strengths and weaknesses, these were taken into account. The sampling procedure outlined how participants for the research was selected. Key to the sampling procedure was the purposive sampling and the snowball sampling approaches. Furthermore, the importance of ethical considerations was discussed, as were the means of addressing certain ethical concerns. This chapter concluded with a brief discussion of the analysis process. The next chapter of this dissertation presents the findings and analysis of the data collected through the various methods and techniques.

CHAPTER 4 – FINDINGS AND ANALYSIS

4.1. Introduction

In this chapter, research findings are presented from data collected using the research methods and techniques discussed in Chapter 3 for the explicit purpose of answering the main and subsidiary research questions established in Chapters 1 and 2 respectively. The findings are, in turn, analysed against assessment criteria derived from a review of the literature (see Chapter 2). These findings represent responses from various stakeholders who participated in this study. Research participants included residents of the Pickwick Transitional Housing Project, NGOs and public representatives, as well as private-sector organisations.

This chapter is structured as six sections. The first section presents a more detailed discussion on the background of the case under study, namely the Salt River Pickwick Transitional Housing Project. This discussion includes contextual information on Salt River as a neighbourhood, and background information of Pickwick residents' previous housing conditions in Woodstock prior to being relocated to the only Transitional Housing Project of its nature in Cape Town.

Thereafter, a critical analysis of the research findings is presented. This analysis is based on the assessment criteria established from Chapter 2, as well as the additional themes that emerged during the fieldwork phases of this research project. Assessment criteria and themes include: the impact and significance of the existing legislation and policies in the South African and Cape Town-specific context; the impact of Pickwick as a transitional shelter; the understanding of 'transitioning' in Transitional Housing; and planning criteria for the enablement of an inclusive city. Finally, this chapter concludes with a table in which the research findings are summarised.

4.2. The Case Study

The case study is located in Salt River, Cape Town, which in turn is identified by the local municipality as an "inner city" neighbourhood, since it is located approximately 5 kilometres from Cape Town's central business district (see Figure 4.1). As such, Salt River is a well-located neighbourhood. Of equal importance, Salt River and its adjacent neighbourhood, Woodstock, miraculously escaped the Apartheid state's efforts to implement racial and spatial segregation by

forcibly removing black and brown residents from inner city locations and relocating them to far-flung townships on the urban edge (City of Cape Town, 2017). According to Statistics South Africa, by 2011, Salt River was home to 6 577 residents, and some of whom were, and remain, third generation residents. The neighbourhood comprises a diverse community of various ethnic groups, classes and backgrounds (City of Cape Town, 2017; Hogg, 2017). It is also important to note that the residents of the Pickwick Transitional Housing Project originally lived in Woodstock prior to the unrestrained gentrification of this neighbourhood. From the early 2000s, speculative developers purchased the then relatively inexpensive and small-scale family housing units in Woodstock for the purpose of demolishing and replacing these with mixed-use development and high-end apartments such as, for example, Wex 1 and 2 (Carls, 2016; see Figure 4.2. and 4.3). In both of these examples of gentrification, 52 square meter apartments were sold for R1.5 million.



Figure 4.1: Salt River, Cape Town neighbourhood boundary and adjacent neighbourhoods (Source: Author's map, September 2023)



Figure 4.2: Wex 1 property in Woodstock. (Source: Google image, accessed September 2023)



Figure 4.3: Wex 2 property in Woodstock. (source: Google image, accessed September 2023)

The City of Cape Town (2017) noted that as part of South Africa's oldest suburbs, Woodstock and Salt River have a rich and varied history, comprising strong community bonds amongst neighbours. That said, and as noted in the previous paragraph, both Woodstock and Salt River have undergone significant neighbourhood change over the past two decades. Hogg (2017: last paragraph) therefore argued that both neighbourhoods are "becoming homogeneous and home only to those who can afford [their] escalating property values". The City of Cape Town (2017) corroborated Hogg's claim by acknowledging that increasing property and rental prices in Woodstock and Salt River culminated in the displacement and disposition of many working-class and poor residents who could no longer afford to live in either of these inner city neighbourhoods.

Working-class and poor residents' inability to afford ever-increasing rental prices in Woodstock resulted in the development of a relatively small-scale informal settlement on a vacant but state-owned property along Pine Road in Woodstock (Hogg, 2016; see Figure 4.4 and 4.5). In 2013,

the ward councillor of Woodstock announced that the site would be used to build social housing in the following year. However, a municipal survey conducted with the residents of the Pine Road informal settlement revealed that the majority of the residents failed to qualify for the state's social housing subsidy, and only four residents barely earned over the qualifying amount of R2,500 per month (ibid). The state's proposed "solution" was to relocate almost all of the residents to Temporary Relocation Areas (TRAs) in either Blikkiesdorp or Wolweriver, which are located approximately 25 and 30 kilometres respectively from Woodstock. In 2018, this relocation was deemed by the City as the only "solution" to accommodate Pine Road's informal settlers. However, residents feared that relocations to far-flung and mono-functional TRAs would result in the destruction of established livelihood strategies and community bonds. In response, they sought the support of a housing activist NGO, Reclaim the City, and collectively they protested the City's proposal by holding public rallies outside the house of Brett Herron who, at the time, was a Mayoral Committee member (Mafolo, 2019). This protest occurred prior to the establishment and completion of the Pickwick Transitional Housing Project, which later served as an alternative solution to accommodating some of the Pine Road residents (ibid).

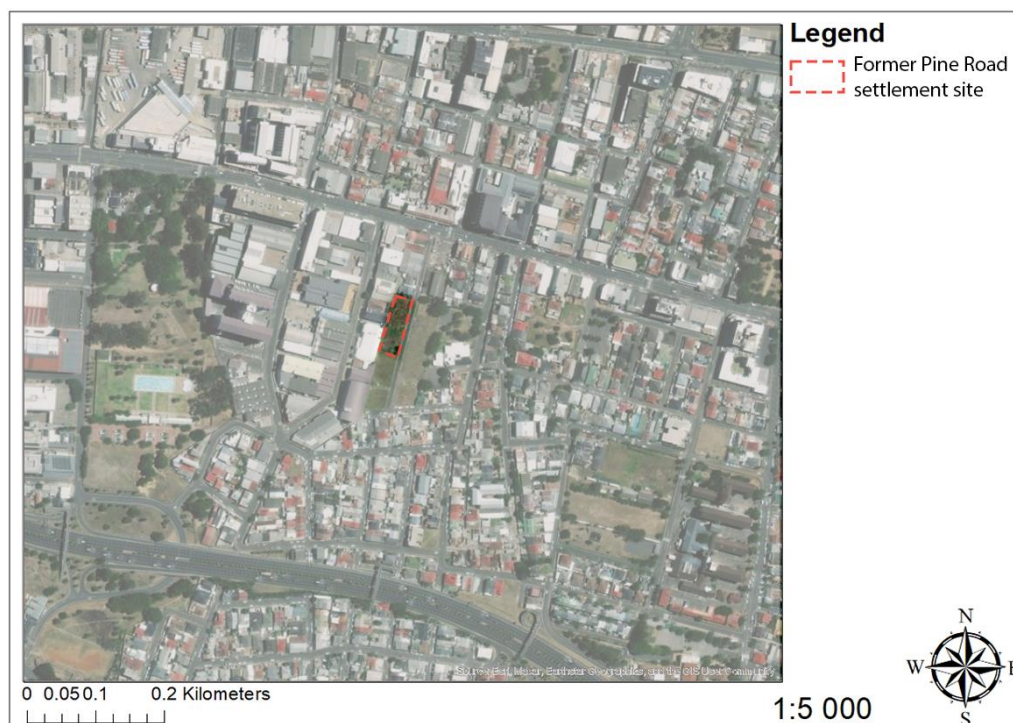


Figure 4.4: Map Showing the site of the previous Pine Road informal settlement (Source: Author's map, September 2023)



Figure 4.5: Former Pine Road informal settlement in 2019 (Source: DAG, accessed September 2023)

In 2019, the Pine Road residents moved into the Pickwick Transitional Housing facility in Salt River, which is located a kilometre away from their previous informal housing location (Mafolo, 2019; see Figure 4.6 below). As discussed in Chapter 2, the Pickwick Transitional Housing Project involves various stakeholders including the residents who occupied the Pine Road informal settlement, and who are now staying at the Pickwick Housing Project. These residents are poor and working-class families.

According to DAG and NASHO (2022:9):

The Pickwick Transitional Housing Project arose from the need to move households living informally on a well-located City-owned site in order to free up the site for Social Housing development. Residents had in most cases lived on the site for more than 12 years and had strong networks in the local area. DAG, NASHO and the City of Cape Town decided to implement a spatially integrated approach by providing residents with a Transitional Housing option in the same area where property prices were very high.

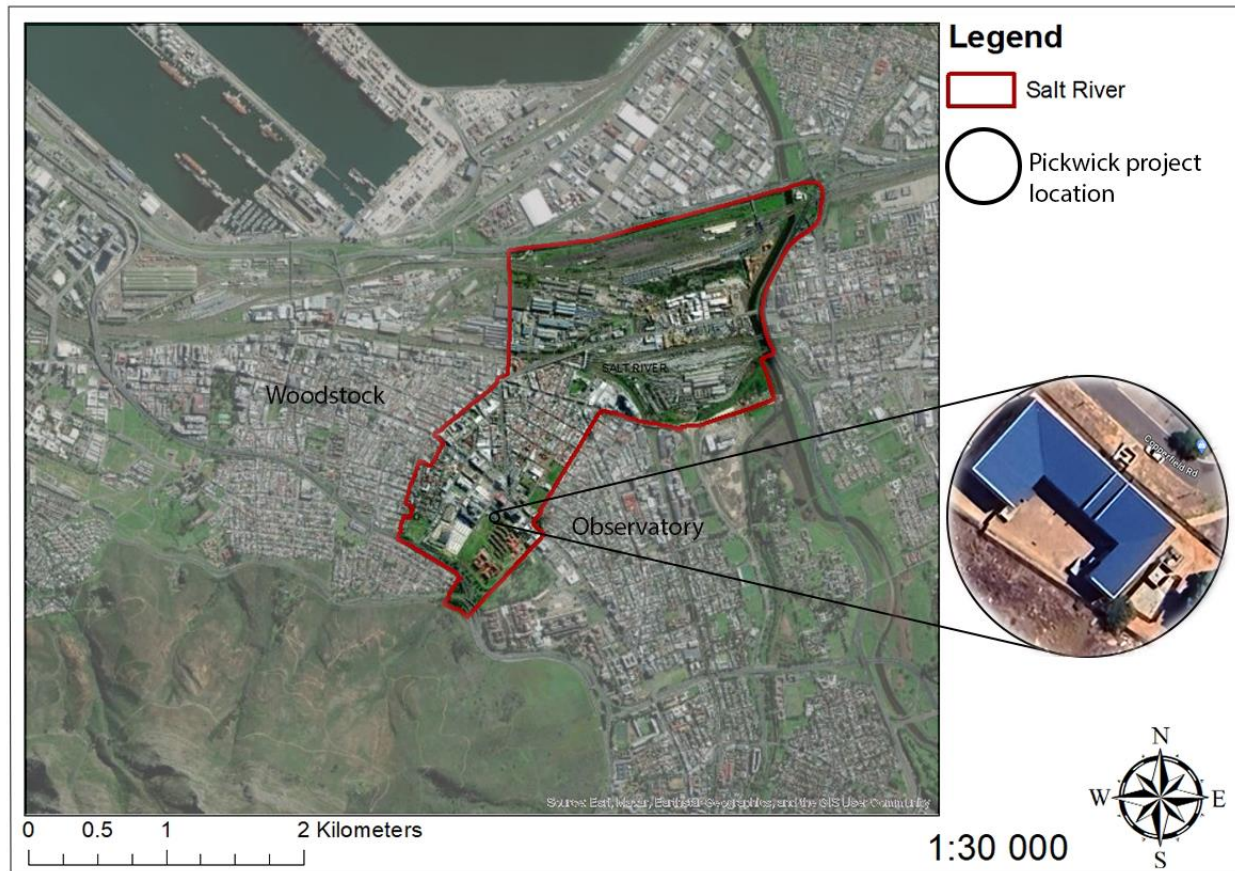


Figure 4.6: The location of the Pickwick Transitional Housing Project (Source: Author's map, September 2023)

The idea of a transitional housing project is that residents will eventually be enabled to move on to other housing options such as social housing or Breaking New Ground (BNG) housing depending on the income of each household (Mafolo, 2019). Transitional housing is thus envisaged as a temporary solution to critical housing needs, by allowing residents to stay in these options for a maximum of three years (ibid). The project required municipal and state funding, including: The Community Residential Units (CRU) capital grant for the development; as well as operational and psychosocial support (DAG and NASHO, 2022). Residents were expected to pay rental contributions based on what they could afford using a means-tested approach. At a cost of R11 million, the Pickwick Transitional Housing Project comprises two storeys with communal kitchens and bathrooms and controlled access for tenants' safety (Mafolo, 2019; see Figures 4.7 and 4.8).



Figure 4.7: Pickwick Housing (from front). (Source: Author's photograph, September 2023)

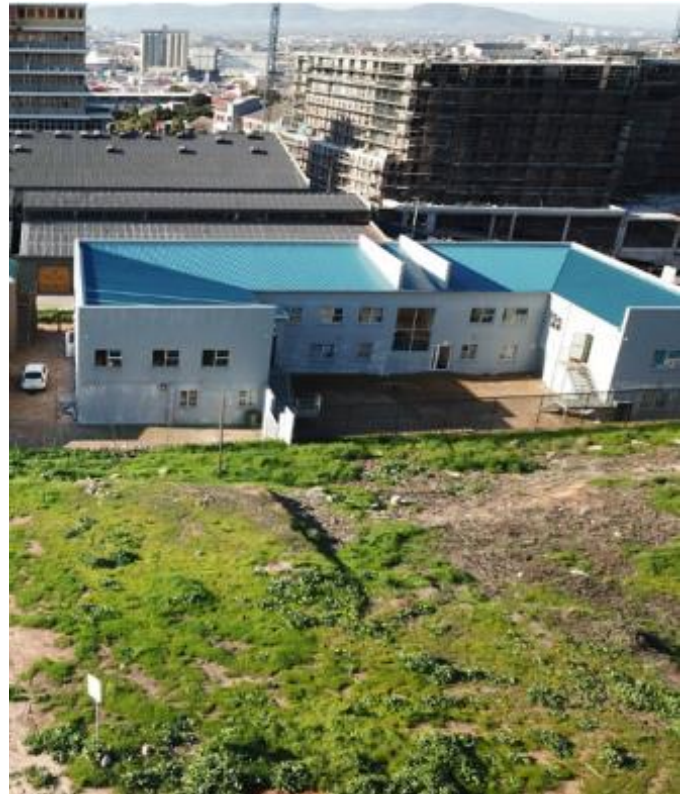


Figure 4.8: Pickwick Housing (from behind). (Source: Ndifuna Ukwazi, 2021).

Several themes and assessment criteria were established from the literature reviewed (also see summary table below). Research findings also yielded additional themes. Collectively, these themes and criteria, discussed below, included:

- the impact and significance of the relevant legal and policy frameworks;
- the impact of Pickwick as a transitional shelter;
- an in-depth and nuanced understanding of the meaning of 'transitioning'; and
- planning criteria for the enablement of an inclusive city.

4.3. Legislation and Policy Significance

Legislation driving inclusion

In Chapter 2 (see 2.2.1 and 2.2.2 in particular), it was argued that court cases are significant in ensuring and affirming the responsibilities of local authorities to make provision for adequate alternative accommodation for residents who might be rendered homeless due to evictions and relocations. In addition, it was noted that that courts could play an important role in preventing spatial exclusion caused by the relocation of residents to the peripheral areas of the city.

However, this research found that the existing legislation only compels municipalities to provide alternative accommodation, without specifying where this accommodation needs to take place. Research participant one from the NGO sector noted that the legislation “did not quite have any influence on the final decision to locate the Pickwick Transitional Housing facility” (DAG, interview, 20 August, 2023). Rather, he pointed out that he wished that the legislation sets precedents and parameters in this regard (ibid).

Another research participant, from Ndifuna Ukwazi (NU) shared the same sentiments by suggesting that “Pickwick, as a location, had more to do with the increasing public awareness and public education around issues of spatial injustices and the importance of location [than with legal requirements]” (NU, interview, 24 August 2023). This participant further added that

what made [Pickwick] possible was the specific champions of spatial justice [namely, Reclaim the City which is an affiliate of NU] who had the knowledge, expertise, commitment as well as the relationships [with the residents of the Pine Road informal settlement, who all came] together to make [the transitional housing option] work (ibid).

Said differently:

I feel like the public pressure and the political awareness of spatial injustice, [and] the importance of location [were all issues that were] building up at that time, [and all of this] was actually a much more important force that made it possible.

(NU, interview, 24 August 2023)

Furthermore, another research participant from DAG revealed:

I think maybe if [the City] had displaced people to the outskirts [namely to Blikkiesdorp or Wolweriver] then maybe there would have been a court case. But because people knew

they were just moving around the corner into a better facility, there was no resistance really from the community to fight an eviction or anything like that.

(DAG, interview, 29 August 2023)

The Ward Councillor for Salt River (Yusuf Mohamed), on the other hand, corroborated the concerns of Walter (2013) (see Chapter 2) regarding the PIE Act's failure to equally protect owners' property rights. He alluded to two ways in which the PIE Act is used strategically to invade property (interview, 01 August 2023). The participant explained that people who know and understand the PIE Act, utilise it:

(1) from a political angle, whereby certain political actors encourage land invasions, advising people to occupy land; and

(2) from a criminality angle, where certain actors purposefully use the Act to engage in or encourage the 'manufacture and shack farming' whereby people build shacks and transport them to open land, knowing very well that in both cases evictions cannot be undertaken unless through formal eviction orders.

What adds to the complexity of this challenge is the issue regarding the complexity of what really constitutes a 'home' as the PIE Act is not explicit about that (ibid). This interviewee noted that the PIE Act currently fails to serve its initial objective. The Southern African Legal Information Institute - in the Court case of *Port Elizabeth V Various Occupier* (CCT 53/03) [2004] ZACC 7; 2005 (1) SA 217 (CC); 2004 (12) BCLR 1268 (CC) (1 OCTOBER 2004) - provides an overview of the initial objective of the PIE Act. It notes that in terms of the Prevention of Illegal Squatting Act 52 of 1951 (PISA), in the pre-democratic era, authorities only had to determine if occupation was legal and consequently dealt with evictions through criminal law instead of civil law. This meant regardless of whether people were born on the land and spend their whole lives there, people occupying the land would be liable for criminal prosecution as evictions followed conviction. Secondly, PISA was an integral component of several laws that legalised the usurpation and forced removal of black people from land and forcing them to live in racially segregated locations. It is in this context that (PIE) was initially enacted with the manifest objective of rectifying and overcoming the abuses of the Prevention of Illegal Squatting Act 52 of 1951 (PISA) and thereby ensuring that evictions in future would occur in a way that complied with the principles of the newly established constitutional order.

Policies and access to housing

Strauss and Liebenberg (2014) argued that while, in theory, social housing policy is intended to promote housing solutions that are affordable and spatially and economically integrated, in practice it has been unsuccessful (see Chapter 2.2.3). One participant from DAG corroborated this view, adding that the City needed to amend its social housing policy because in its current form it negates the possibility of residents accessing affordable housing on well-located, inner city land, due to the cost of this land (DAG, interview, 20 August 2023). As a consequence, social housing in Cape Town continues to be implemented in peripheral areas, thereby reinforcing the spatial legacy of apartheid urban planning.

The Ward Councillor for Salt River suggested that the City is aware of the inadequacies of its housing policy, and is “pushing for social housing in areas that are well-located and in close proximity to economic nodes” in order to address ongoing spatial injustices (Councillor, interview, 01 August, 2023). While the Ward Councillor identified the City’s awareness of its housing policy shortcomings, one research participant from DAG elaborated by stating that among the reasons for the City’s exclusion of many marginalised residents from accessing social housing were: issues such as family size; unemployment and lack of permanent jobs; bad debts; and criminal records (DAG, interview, 20 August 2023). This view was shared by research participants from Ndifuna Ukwazi and some Pickwick residents, indicating that these realities are what the City is arguably failing to grapple with in its attempt to address socio-economic and spatial inequalities.

The NU research participant went on to clarify that the State’s different housing subsidy models — such as BNG, social housing, community residential units and inclusionary housing, for example— all have important roles to play. However, the reality is that these state subsidised housing models are static and inflexible in nature, thereby precluding the majority of residents from accessing state subsidised housing options (ibid). Figures 4.9 to 4.11 below show some of these housing options



Figure 4.9: BNG Housing in The Down, Manenberg (Source_news24, accessed September 2023)



Figure 4.10: Conradie Park social housing Pinelands, Cape Town. (Source: Greeninc Landscape Architecture+Urbanism, accessed September 2023)



Figure 4.11: CRU housing, Langa (Source: Cape Institute for Architecture, accessed September 2023)

These research findings therefore suggested that transitional housing has a valuable role to play in the South African context where the housing crisis is acute (NU, interview, 24 August 2023). Participant 2 from DAG explained that people at the bottom end of the income spectrum did not, necessarily, qualify for social housing, as was the case with the Pine Road residents discussed in section 4.2. Nevertheless, they qualified for transitional housing and are now living in the Pickwick Transitional Housing (DAG, interview, 29 August 2023). This view was shared by a participant from an independent housing finance consultancy (hereafter referred to as ‘independent consultant’) [who was part of the project since its inception], who pointed out that transitional housing “provides something which is more physically secure for a group of people who happen to live informally in the city” (independent consultant, interview, 28 August 2023).

Research findings therefore highlighted the importance of formally considering transitional housing in the policy space, despite the challenges. While transitional housing has been explored in conjunction with other existing models, it is important to note that in South Africa there is currently no official housing programme or policy in place for transitional housing (see Chapter 2.2.3). Transitional housing has been applied by some municipalities in South Africa (including the City of Johannesburg), and various NGOs and housing activists have argued for transitional

housing as a means to provide alternative housing for residents who face homelessness, evictions and/or relocation. But the fact is that there is no legislation, programme or policy that officially supports transitional housing, and this renders the future of transitional housing vulnerable.

Legislation, programmes and policies are therefore necessary to secure state subsidies for the implementation of transitional housing options and to provide municipalities with clear guidelines on how to implement these housing options. Research participants had interesting views on the inclusion of transitional housing in the policy space. For the Salt River Ward Councillor, it was important that the CoCT establish guidelines on how transitional housing should be implemented.

We can't just everyday make up the rules as we go along, you know? There [have] to be rules that affect everybody and regulate everybody exactly the same regardless of any diversity... There should be a policy because there are many factors within society that that people expect government to have a position on but we don't.

(Ward Councillor, interview, 01 August 2023)

Research participant 1 from DAG similarly supported the need for transitional housing in the policy space (DAG, interview, 20 August, 2023). He explained that such a policy would enable NGOs to better lobby and advocate for more transitional housing, especially in inner city locations where it is difficult to provide other state-subsidised housing options (such as BNG, CRU or social housing). Furthermore, such a policy would guide the City and whoever manages the transitional housing facility. Pickwick, he explained, was an example of a development that was not policy driven.

At the moment, we are advocating for a policy. We've had several engagements, discussions, workshops, whatever. We've got so much research; so much learnings for a policy.

(DAG, participant 1, interview, 20 August 2023)

One research participant thought that it was interesting that the question about implementing a transitional housing policy was being raised at the time when the CoCT was working on a broad affordable housing policy, expected for release for public comments in 2024. The participant maintained that the draft policy could be expected to include social housing and inclusionary housing. However, there was no clarity as to whether transitional housing would be included in

this policy. This was, therefore, an important moment in the political landscape where transitional housing could become a part of the overall policy, as opposed to being a stand-alone policy (NU, interview, 24 August 2023). This inclusion would also be necessary at the National government level via the National Housing Code (RSA, 2009), so that social housing could be redefined to include transitional housing, and so that the Housing Code could accommodate the necessary target group.

This research finding was supported by the participant from NU who argued that inclusion into the National Housing Code would allow transitional housing to be formally recognised nationally and within the CoCT's policies. Of further importance, it would secure the necessary resources and finances from National government, and it would be understood as part of the CoCT's housing tools, with clarity and knowledge of where the financing would come from (NU, interview, 24 August 2023). Without a policy framework to guide and enable the transitional housing process, NGOs continue to rely on individual commitments and 'good will' to implement transitional housing projects (ibid).

These findings corroborated Pillay et al.'s (2017) arguments presented in Chapter 2, namely that a formal policy ensures the provision of alternative accommodation for evicted and relocated residents, and it guides the implementation and management of such housing projects. In the case of Johannesburg, poor management and the lack of long-term directives hindered the successes of facilitating transitional housing. These weaknesses led to the establishment of the draft transitional housing policy in the City of Johannesburg. This draft policy also represented an improved way of dealing with the establishment and management of transitional housing (refer to Chapter 2). In addition to these findings, one staff member from Haven shelter in Cape Town explained that having a policy would clarify what needs to happen and who needs to take responsibility for making things happen (The Haven, interview, 01 August 2023). She added that a policy would also ensure that residents took responsibility towards transitioning (ibid).

Similar arguments were made by a research participant who forms part of the management at Pickwick. According to this participant, the Pickwick Transitional Housing Project existed primarily because people needed to be relocated for the development of the Pine Street site that they were occupying (interview, 17 August 2023). But no guidelines existed to accommodate those residents in a transitional housing development (ibid). Residents who were referred to as 'clients', were given lease agreements by the City for a room at Pickwick. Those leases turned out to be the only terms and conditions residents needed to abide by. But those agreements neglected to provide

the managing organisation with guidelines, nor did they enable them to set the baseline guidelines to ensure transitioning (interview, 17 August 2023).

When I asked about the constraints of having a transitional housing policy, the Ward Councillor noted that all policies ultimately have both positive and negative outcomes (Ward Councillor interview, 01 August 2023). The research participant from NU added to this by highlighting two key factors of concern when implementing a formal, state-led, policy. First, policies might cause delays due to regulatory procedures and some level of static outcomes by losing the innovativeness and creativity that goes into less formal interventions. Second, policy processes might be purposefully used to cause delays in getting transitional housing done (interview, 24 August 2023).

But as you say it doesn't come without constraints, I think one of the things that we just have to be aware of is the idea that this has been pulled off with a certain level of creativity and innovation, which I really admire but then once something is put into a policy space it can become a bit more static, a bit more regulated. Sometimes that can curb the ability for it to be responsive, for it to maybe be fast. I mean that's another... maybe that's the last [second] thing I will say about policy is that what we've seen in our work advocating for inclusionary housing policy in Cape Town is that another constraint of wanting to see transitional housing in policy is that these processes take so long, we are four years into having a formal commitment from the City that it would draft an inclusionary housing policy and we have yet to see the first draft, and many use the excuse in the meantime to say that ooh we don't have to build this now because we waiting for the policy.

(NU, interview, 24 August 2023).

Research participant 2 from DAG similarly alluded to the importance of enabling creativity and innovative approaches when implementing transitional housing interventions. Different organisations have different rules pertaining to transitional housing. For example, "rules at Streetscapes differ from Pickwick and you will find that rules at U-turn will differ when compared to Streetscape and Pickwick" (DAG, interview, 29 August 2023). Each project needed its own rules, and a standardised policy inhibits the ability for place-specific responses (ibid). On the other hand, policies enabled funding from national government (ibid). This interviewee underscored the point that the policy landscape did not even recognise the word 'transitional housing' (ibid).

Many of the other participants chose not to specify constraints concerning the implementation of a transitional housing policy, beyond stating that draft policies were most likely sitting on some Minister's desk somewhere, and remain ignored. This points to the difference between putting a policy in place 'just to buy time' and actually being clear about what needs to be done (DAG, interview, 20 August 2023; management staff, interview, 17 August 2023). This sentiment corroborates another participant's view that policy processes may be used to delay housing projects (NU, interview, 24 August 2023).

4.4. The Impact of Transitional Housing

In Chapter 2 it was stated that transitional housing served an important role in maintaining inclusivity as it addressed the needs of poor households (NASHO and Rooftops Canada, undated). This inclusivity reflected Lefebvre's (1968) argument of 'a right to the city' which includes access to economic opportunities and municipal services. The findings of this research supported these statements but suggested that a contrast could be drawn between the impact of the actual external location on the residents and the impact of the housing facility's support itself via spatial inclusion and social and economic opportunities.

The views of residents of Pickwick were wide-ranging, as were those of NGOs and the management staff member of Pickwick. On the one hand, residents suggested that the location of the facility made a difference spatially, economically and socially.

An elderly research participant (Resident 3, interview, 15 August 2023) explained that having been relocated to the current location in Salt River did not diminish her ability to access places and facilities of importance. Another participant shared a similar view, namely that moving to Salt River was still in close proximity to their connections in Woodstock (Resident 4, interview, 15 August 2023; see Figure 4.12 below)

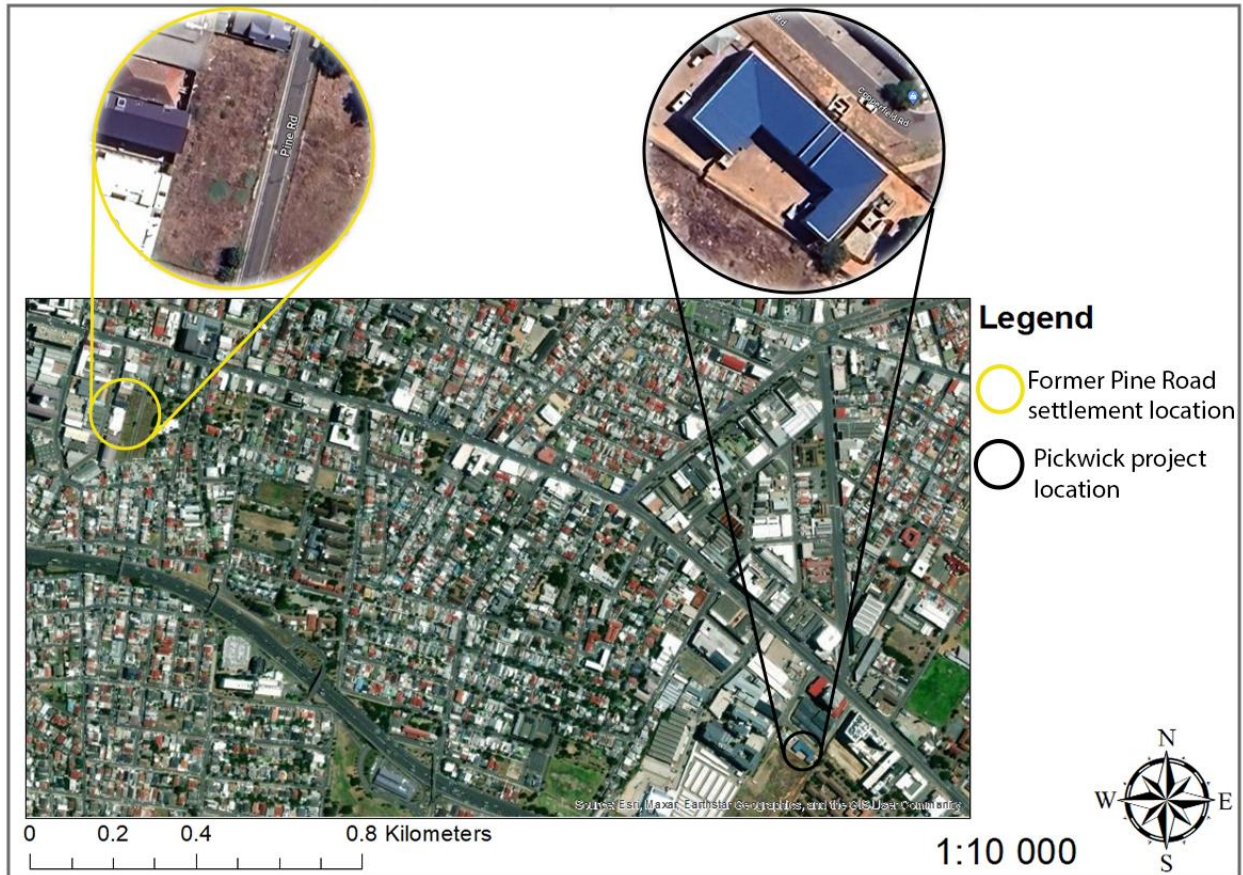


Figure 4.12: Map showing Pickwick location in relation to Pine Road (Source: Author's map, September 2023)

However, the elderly lady explained that she did not have relations or established networks within her immediate Salt River environment. Salt River therefore did not provide her with social connections, but she was able to walk to Woodstock and Walmer Estate where she knows there were people she could depend on. For her, even though Salt River was not doing much for her social life, Woodstock and Walmer Estate are places she could walk to where people were always looking out for her (interview, 15 August 2023).

She went on to tell a story that speaks to access to job opportunities and social networks amongst different income groups and community diversity. One day she went to Walmer Estate and saw a yard where an Islamic family seemed to be more well-off, but their garden, windows and car seemed to need some cleaning. She decided to enquire about who does those duties and she offered to do them. She explained that for her it was at a time of the month that she was running out of food, so her initial reason for going there was to ask for food. The owners of the unkempt house employed her, and she believes God placed her there:

At the right time, by the right place by the right people. Since that day I am with that people I clean the garden, I wash the cars, I wash the windows, I iron the clothes, I clean the house and I'm connected now with the same people.

(Resident 3, interview, 15 August 2023)

This woman's experience is echoed by the NU research participant who explained that with the economic situation becoming more challenging, social ties and support networks have become essential to people to survive (interview, 24 August 2023). She further added that things like being close to family members, hospitals, schools and not having to pay transport costs to access public facilities were essential for location and spatial integration (see Figure 4.13).

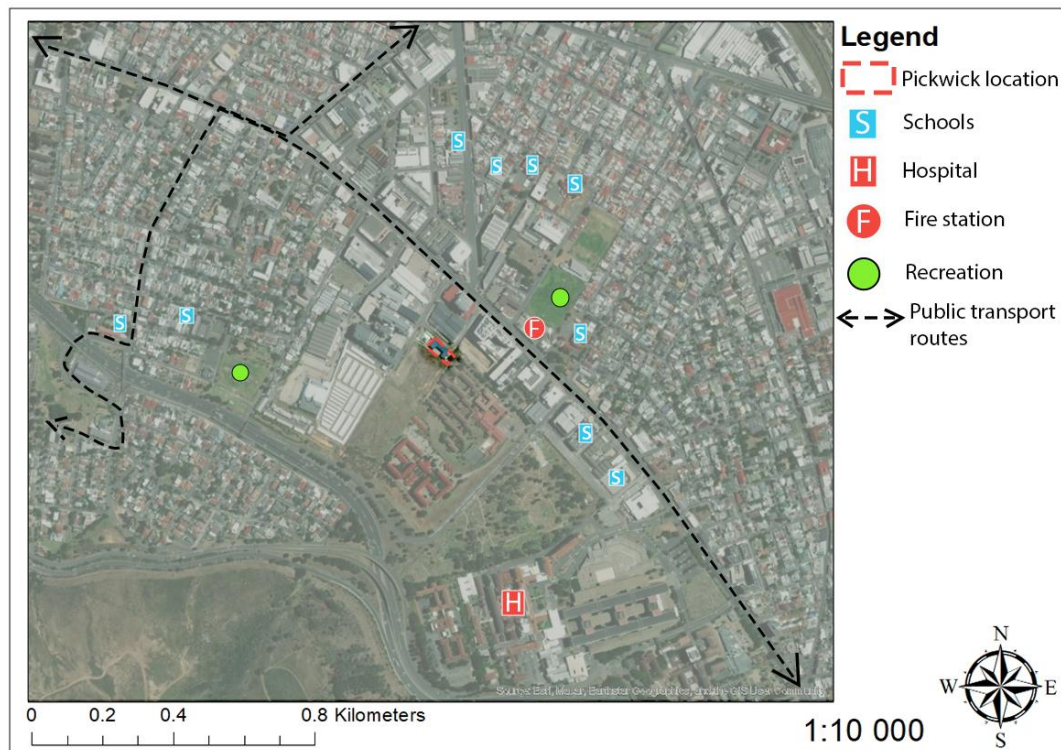


Figure 4.13: Map showing Pickwick in relation to some facilities (Source: Author's map, September 2023)

Research participant 1 from DAG highlighted that the location of Pickwick was one of the successes they could refer to (DAG, interview, 20 August 2023). In fact, because residents still lived within a comfortable walking distance from their previous homes along Pine Road, many were able to access their original piece- and odd-jobs. Other residents who worked part-time and

contractually in the previous area were also able to walk to their places of work (ibid). These sentiments were also shared by the participant from the management staff (interview, 17 August 2023).

I think [there's] more good than bad because of where [Pickwick] is located. It is still within the area where the people are very much familiar with [facilities] and there's a soup kitchen close by for those who are unemployed and many times cannot reach the entire month with food etc.

(DAG, interview, 20 August 2023)

If transitional housing projects are located in inner city neighbourhoods, many positive planning outcomes could be enabled (ibid). By contrast, the City's TRAs — such as Blikkiesdorp or Wolweriver — were established as mono-functional land-use conglomerates where residents have struggled to access employment, health care, schooling, child care and other essential services (DAG, interview, 20 August 2023). Figure 4.14 below shows the different type of land-use in Salt River. This illustrates how the Pickwick Transitional Housing Project is located within a neighbourhood compromising various housing typologies, tenure options, as well as opportunities.

These views were corroborated by the interviewee from NU who maintained that transitional housing had proved to be important for the purpose of spatial integration by “protecting peoples’ access to well-located areas, protecting peoples’ social networks, protecting peoples’ existing quality of life” (NU, interview, 24 August 2023). This interviewee maintained that poor, working-class Black residents continued to be pushed out of the inner city as had happened during the Apartheid era; and for this reason, transitional housing was important as it allowed access to such residents. Neighbourhoods such as Woodstock and Salt River enabled intergenerational connections (ibid). The participant from the independent consultancy also touched on the importance of networks and access to opportunities. He explained:

I think it helped integration, and it allowed people to maintain networks, because most of those families were working in the informal sector. To work in the informal sector you need to have a whole network and they had access to those opportunities without having to have high levels of transactional costs. So if you think of the people living in the Temporary Relocation Areas on the periphery...if part of what they wanted to do to making a living is selling tomatoes, for instance, they don't have an easy market out there, so they have to travel and that travel costs money and so it reduces the income that they actually earning

just on getting to and fro. Whereas ...I think there's no doubt in Salt River and Woodstock and a number other reasonably well located areas, you have more opportunity at less cost and therefore and particularly if you can link it with economic development (and) social support programmes, then I think you do provide people with a better opportunity...Not everybody, some people will not take that opportunity, but most of the people you would be providing them with a much better opportunity.

(Independent consultant, interview, 28 August 2023)

For research participant 2 from DAG a definite advantage of the Pickwick model was that people were not displaced to the city's outskirts, as had happened historically in the city. This participant noted that people had not needed to move out of the neighbourhood, they were still able to maintain their networks and had not been forced to establish a completely new identity (DAG, interview, 29 August 2023).

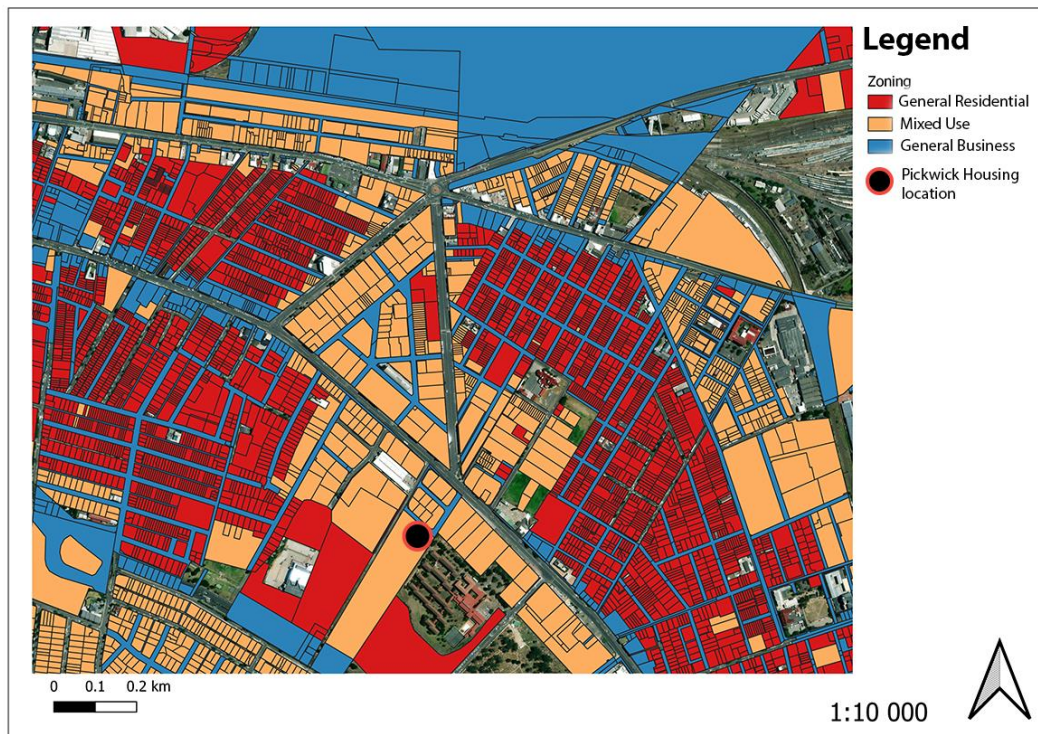


Figure 4.14: Map illustrating mixed-use development and tenure options (Source: Author's map, September 2023)

On the other hand, some residents felt that they had not seen economic benefits from the project, because they had not been adequately assisted with their development within the facility. One resident, for example, felt that the economic growth for residents within Pickwick was not planned

(Resident 1, interview, 11 August 2023). Another participant felt that while access to light, water and electricity were important benefits of being at Pickwick, and that the external environment and access to other facilities and services was acceptable, some people had not been adequately assisted with personal development and had not had the motivation to go out and make effort to look for job opportunities (Resident 2, interview, 11 August 2023).

Furthermore, pertaining to the socio-economic support provided, residents at Pickwick, the participant from the management staff and DAG, all commonly only mentioned the in-house earning opportunities which had been created for residents. These included cleaning inside and outside the facility.

However, other than that, findings suggest different views on the socio-economic support provided. Resident 1 (interview, 11 August 2023) felt that four years had been enough time for residents to be able to grow in the facility and even beyond the facility, but because of the nature of the management and the lack of clear future plans, opportunities for residents had been limited and some [such as qualified security guards] could have been employed in other areas of the facility. They argued that residents should have been more involved in caring for and the management of their own their space. (Resident 1, interview, 11 August 2023; resident 2, interview, 11 August 2023; resident 3, interview, 15 August 2023).

What differentiated the views of the participant whose part of management from the residents' views in particular, was his take and emphasis on the issue of the individual capacity of residents, which had impacted residents' ability for personal transitioning, job opportunities and eventually financial transitioning. These findings will be further discussed under the next heading, but he explained how because of the nature of this project, being a transitional development, certain job opportunities including EPWP [Extended Public Works Programme] contracts had been offered to empower residents. However, many had failed to make use of the opportunities (interview, 17 August 2023). This participant pointed out that the Personal Development Plans and the Assessments that had been done with residents enabled them to inform and encourage residents about job opportunities that they might qualify for, but some were just not interested and of those who did try, a few were successful but others not so and often because of the challenges these residents faced.

Overall, these findings clearly revealed that the Pickwick transitional intervention particularly due to its location enabled 'a right to the city'. It was also clear that the housing intervention ensured

that these residents were not excluded from urban regeneration processes (Lefebvre, 1968; NASHO and Rooftops Canada, undated) (see Chapter 2.3). In terms of access for the poor and working-class, the Pickwick intervention supports what Nicolson (2015) described as a symbol of what the City of Johannesburg could do when if it stopped making excuses and started delivering [well-located housing for the poor].

The National Housing Policy Framework captured the vision of establishing viable communities that are socially and economically integrated, fostering convenient access to economic opportunities and various amenities such as health, educational and social (See Chapter 2). Findings from this study suggested that transitional housing as an intervention had an important role to play in realising this vision. However, there was a lot to be learned from the planning and management failures of Pickwick as a pilot project, to improve future developments. Some research participants argued that there was something about the management and absence of clear planning of Pickwick that seemed to have compromised the social ties of the Pickwick community itself. The bonds and strong relationships of Pickwick residents appeared to have changed, despite the fact that they remained together as a community. Some felt that their bonds and strong relationships had changed and that they were not living as a community as they used to (NU, interview, 24 August 2023; Resident 3, interview, 15 August 2023). The next section takes us further into the experiences and views on the ground.

4.5. 'Transitioning' in Transitional Housing

The temporary nature of transitional housing

According to Crawford and Pillay et al (2017; 2017) transitional housing should be understood as housing for people who are both transitioning through intensive support services, as well as moving from one housing to more permanent available housing options (see Chapter 2). Most of the interviewees understood this two-pronged definition. However, during the course of this research, it appeared that the reality on the ground was different. Some of the participants explained that the initial set-up of the Pickwick Housing Project was working, but that if structured, planned and managed properly by the right organisations, transitional housing could be a solution for people needing it (management staff, interview, 17 August 2023; DAG participant 1, interview, 20 August 2023).

In alignment with the literature, the Ward Councillor explained that transitional housing should be viewed exactly as the term suggests - 'transitional' - and should not be viewed as an end goal but rather as part of the journey towards a place of sustainability (Ward Councillor, interview, 01 August 2023). In his view, transitional housing played a vital role and there is a great need for it, however, it is currently not adequately integrated into the housing system, and the demand exceed supply. The idea of people transitioning and the housing being temporary accommodation was also shared by various other research participants, including the residents.

One participant noted that in his experience, the "textbook theory or fantasy/dream of transitional housing is far from the reality" (management staff, interview, 17 August). In his understanding, there needed to be more to transitional housing than simply locating people closer to opportunities so that they avoided spending almost half of their income on transport.

This participant explained that while transitional housing in other settings may have had a temporary aspect to it, the Pickwick model had not turned out to be a temporary housing solution. Three key points that hindered transitioning could be identified:

- (1) failure to acknowledge the various development stages and capacities of residents;
- (2) absence of a well-structured phased approach to transitional housing with an end goal to it; and
- (3) the management aspect of the model.

These key points were echoed by all other research participants, confirming that while this intervention had potential and set a positive precedent in terms of the importance of location, its approach and management, however, had not been as successful. The participant from the management staff explained that the people in this type of accommodation were at different stages in their, which impacted on their capacities to be in these settings. They could not and should not be simply grouped together and expected to transition simultaneously or make the most of the opportunities on offer (management staff, interview, 17 August). People who were placed in transitional housing, had, by definition, faced crises of homelessness, and many did not have the will or capacity to comply with rules that were part of the Pickwick Housing Project. This meant that from the start, the project was at risk of failure (ibid).

The Ward Councillor confirmed these sentiments, explaining that in the CoCT's 'safe spaces' - entry level, temporary shelter - a lot of the people had challenges with substance abuse and so they needed counselling and rehabilitation services (Ward Councillor, interview, 01 August 2023).

At Pickwick, some residents had these needs, but there were others who had different needs. According to the independent consultant (interview, 28 August 2023), a survey of these residents prior to them moving to Pickwick found that many experienced different struggles including unemployment. The different needs of residents in transitional housing called for good management to be in place (ibid). These findings corroborated a resident's view that they lacked adequate support to enable them seek job opportunities (interview, 11 August 2023).

The participant from the management staff was of the opinion that people who seemed more capable of obeying rules and could be expected to be in a setting like Pickwick were instead found in the 'safe spaces', often because there are no other options such as Pickwick available (management staff, interview, 17 August 2023). According to him, these factors explained: (1) why people cannot access or keep the job opportunities presented to them because some residents in the facility just lack the capacity; and (2) why the City has failed in its attempts to independently run its own shelters and assessment centre projects - they made the mistake of putting all the people together without having assessed the suitability of residents for that kind of accommodation. This participant felt strongly that those setting up transitional housing projects should understand that some people find it difficult to live within the rules necessary in a transitional housing context, and thus accommodation should be made available accordingly. Instead, this participant proposed a phased/laddered approach to accommodate people with different needs.

He explained how the Haven shelters are structured, with three different accommodation phases to cater for the needs of different people. By contrast, with transitional housing a lot of different people are put together under the same rules and expectations. One research participant from the Haven shelter echoed this explaining that when homeless residents first come into the Haven shelter they enter into the first phase, accommodated in dormitories designed for people who are usually unemployed, and in need of help. Those who have substance abuse challenges are taken to the CoCT's "Matrix Programme" for rehabilitation (The Haven, interview, 01 August 2023). The second phase at the Haven is for people who are employed and they are able to save up and families are kept together (ibid).

In his explanation, the participant from Pickwick's management staff went on to explain that in phase 3 "people wouldn't have any of the issues that would require rehabilitation, they would be working individuals and they would be fully capable of maintaining a house" (interview, 17 August 2023). Furthermore, in this phase, an individual who has started saving since phase 2 might have to move to a more permanent housing option.

So when he imagined transitional housing being a phase 3 model, it meant that alternative permanent housing options would have to be available for residents through BNG once they had completed phase 3. In the case of the Pickwick Housing Project, that end goal did not exist. The independent consultant put it succinctly: “if you going to have a transitional housing, you will need to have a permanent solution at the end of it” (Independent consultant interview, 28 August 2023). This was not the case with the Pickwick Housing Project.

It appears from the findings that the different accommodations/shelter available to poor and marginalised residents in Cape Town operate in silos, with no clear end goal in mind. This hindered the ability of residents to transition. The participant from the management explained that this siloed and fragmented approach by government had cost a lot of money, with no tangible results (management staff, interview, 17 August 2023). The City had spent millions on safe spaces, shelters and assessment centres with no end or exit goal, and even the shelters run by other organisations and transitional housing, had no exit process for residents to access permanent housing options for the poor and the working-class (ibid). According to this participant the CoCT should continue to support the current organisations who manage shelters well and actually allow NGOs or other agencies to manage other transitional housing developments as well. Working with different organisations and government departments could save the CoCT a lot of money, but they would need to work together to ensure that the programmes complement each other offering a ladder approach to housing (ibid).

The participant from the management also noted that a lot of money had been spent on the Pickwick pilot project, but there appeared to be no tangible long-term goal and no clear future plan. According to this participant, the amount of money spent since the inception of the project could possibly have been better spent helping a few families into permanent housing such as BNG housing, and there would have been more tangible results of the project (management staff, interview, 17 August 2023). Considering that the Department of Human Settlements ran this pilot project and already had a budget for BNG housing, it would have been strategically more beneficial for them had they allocated a portion of that budget to build BNG housing linked to this transitional housing project, which would have enabled people to access more permanent options (ibid).

In his view, what might work for transitional housing would be an allocation of funding from the BNG programme towards a certain number of families who had come through the transitional housing development into permanent options (management staff, interview, 17 August 2023). Transitional would then take off after its initial term, because every year a certain number of

people would enter into the transitional facility with the same number of different people moving out into more permanent options such as BNG.

The independent consultant (interview, 28 August 2023) added to this by stating that if transitional housing was to be approached with an end goal to it, one would need to remember that some people would prefer to rent accommodation. Thus, it would have to be clear that people had one of two options: they could either use the subsidy to continue renting or they could get BNG housing which would probably not be well located close to the city centre. He further noted that if free standing or row housing for low and moderate income people could be provided in good locations then such housing should be provided on state land as rental and not ownership (ibid). This would alleviate the problem of BNG properties being sold on or rented out (ibid). Queue jumping waiting lists for access to permanent housing such BNG had also become a problem which would need to be address.

The participant from the Pickwick management explained that:

Currently the transitional housing is causing a bottleneck because nobody else is moving in and now people in the building will naturally behave like it's their home and there's no other home that they planning to move to. So to a certain extent it also discourages people from their development because there is no next step, a tangible next step for them.

(Management staff, interview, 17 August 2023)

1

¹ Three pages from here onwards include footnotes which describes the direct interpretations of one of my research participants. These comes after I have received one of my research participant's feedback a day after my final submission date. While most of my interpretations were accurate, I thought that it is important that i included the accurate minor additions of my participant's exact thoughts and interpretations.

"if transitional housing was to be approached with an end goal to it, one would need to remember that some people would prefer to rent accommodation while others wanted ownership. Thus, options available should be made clear to beneficiaries, they could either use the subsidy to continue renting in well located area or they could try to get BNG housing, if it was ever available, almost certainly not be well located close to the city centre. Where free standing or row housing for ownership e.g. BNG, FHF is provided for low and moderate income people could be provided on municipal land it is important not to do this on well-located government land. Such land should be reserved for rental to ensure that it continues to benefit low income households in the longer term, rather than being placed in the market to the benefit of only 1 household. in good locations then such housing should be provided on state land as rental and not ownership (ibid). This would alleviate the problem of BNG properties being sold on or rented out (ibid).".

Similarly, research participant from NU noted:

transitional housing is meant to be a temporary solution but because the rest of the ecosystem of housing isn't really working for people, or there aren't enough options for people, that idea that people would move through and move on to more stable permanent option isn't working.

(NU, interview, 24 August 2023)

She explained that this should not reflect badly on transitional housing as an intervention, but rather what it reflected was that other options for people to move on either did not exist or did not work for those people.

Thus while it is true that that people in transitional housing often ended up staying in these facilities for longer than it was intended for, findings from all four families interviewed and other research participants argued against the idea that people in transitional shelters usually just wanted to remain in these facilities with no interest of moving on. In most cases, a minority were not clear about future plans, however the participants shared the view [and the view that many other residents felt] that initially the accommodation was good as a temporary accommodation but residents desired to move out and on, to more permanent housing options such as BNG. Many of them believed in a more dignified life, with improved ways of living. They wanted spaces that would allow them more privacy and to live with their families because in transitional housing that was not possible. However, no future plans had been discussed with them, other than them being aware now that some who were already on the waiting list for housing were being registered for the current ongoing allocations of BNG housing. One resident noted:

I don't think there was a future plan for us for better housing after this. Because temporary means temporary but four years is not temporary so there was not a plan for us for any other housing besides where we are now.

(Resident 1, interview, 11 August 2023)

Management across the transitional landscape

The findings of this research showed a significant emphasis on the management of transitional housing and other similar temporary housing models. As part of the management at Pickwick, a

social development manager was responsible for making assessments of residents and then with them, drafting what was called a Personal Development Plan (PPP) (management staff, interview, 17 August 2023)

This participant noted that residents were only able to sign the lease agreements (with the CoCT) for rooms once the PPP was drawn up. However, little was asked from them after this had happened: “for them it’s like they don’t have to do anything to work on their development, it’s a matter of ‘I have this room, I pay rent to the City and that’s it’” (ibid). Consequently, it became difficult for management to enforce rules and regulations according to the way they thought should happen when the foundation seems to be set with a lease agreement and people think they are just renting (ibid). According to this participant, in such a case it is unclear whether the development is a social project to assist people with transitioning including their personal development or whether it is a type of set-up where people just rent and have the capacity to enter into lease agreements.

According to the independent consultant (interview, 28 August 2023), during the planning of the project, in addition to the finances, it was made clear that a good management agent was most critical for the project and this should have been in place before residents moved in. However, management and at that time temporary staff arrived only after residents had move in. Consequently, there was no tenant education, the rules or baselines were not set prior to tenants moving in and there were no systems in place for payment of rents and for applying for the indigent funds which could have been used to subsidise the rental of residents. On top of this, there were no criteria for deciding on the appointment of an agency, so eventually it was selected based on the lowest price, which in this participant’s view resulted in an inexperienced company being chosen to manage the facility (ibid).

Research participant 2 from DAG similarly noted that when one looked at other transitional housing models, such as Streetscape, one would find that there were pathways for helping people enter into, and then transitioning out of, transitional housing. However, with the Pickwick pilot project there had been no pathway of that sort or plans to move people on (interview, 29 August 2023). He noted for example that management should have had something in place that suggested a time-limit and a personal development goal which would have seen people move out and onwards from the facility.

so those residents that are there now they have been there since the start, four years ago, when it was first built. There are no plans to move them out at all, so it doesn't function as a transitional housing facility as it should.

(DAG, interview, 29 August 2023)

Like other research participants, the NU participant cited the model of the management and operation of Madulammoho Housing Association as a good example of a management agency. This verified statements (in Chapter 2) which had referred to this agency. For this interviewee, the BG Alexander project in Johannesburg was one of the best examples in South Africa where different housing options had been clustered together in a 'laddered approach' including: shelters; transitional housing; social housing; communal housing; and private rooms (interview, 24 August 2023). The project included a crèche, a soccer field, a computer laboratory, livelihoods training programmes and importantly, they had partnered with MES (Metro Evangelical Services) who had taken on the social support programme (see Figures 4.15 to 4.17).

The participant from the consultancy (interview, 28 August 2023) shared the same view, adding that the Madulammoho Housing Association projects were set up in that manner also because they had a strong commitment for people across a range of different housing options and so people were able to move up the ladder and down if they needed to, because they were basically under the same landlord. Additionally, they ran a very active socio-economic development programme. The success of their projects appeared to be driven by the quality of the management and their vision, but it also had to be link with additional financing (ibid).

² "The success of their projects appeared to be driven by the quality of the management and their vision, but it also had to be link with additional financing for social- economic development support".

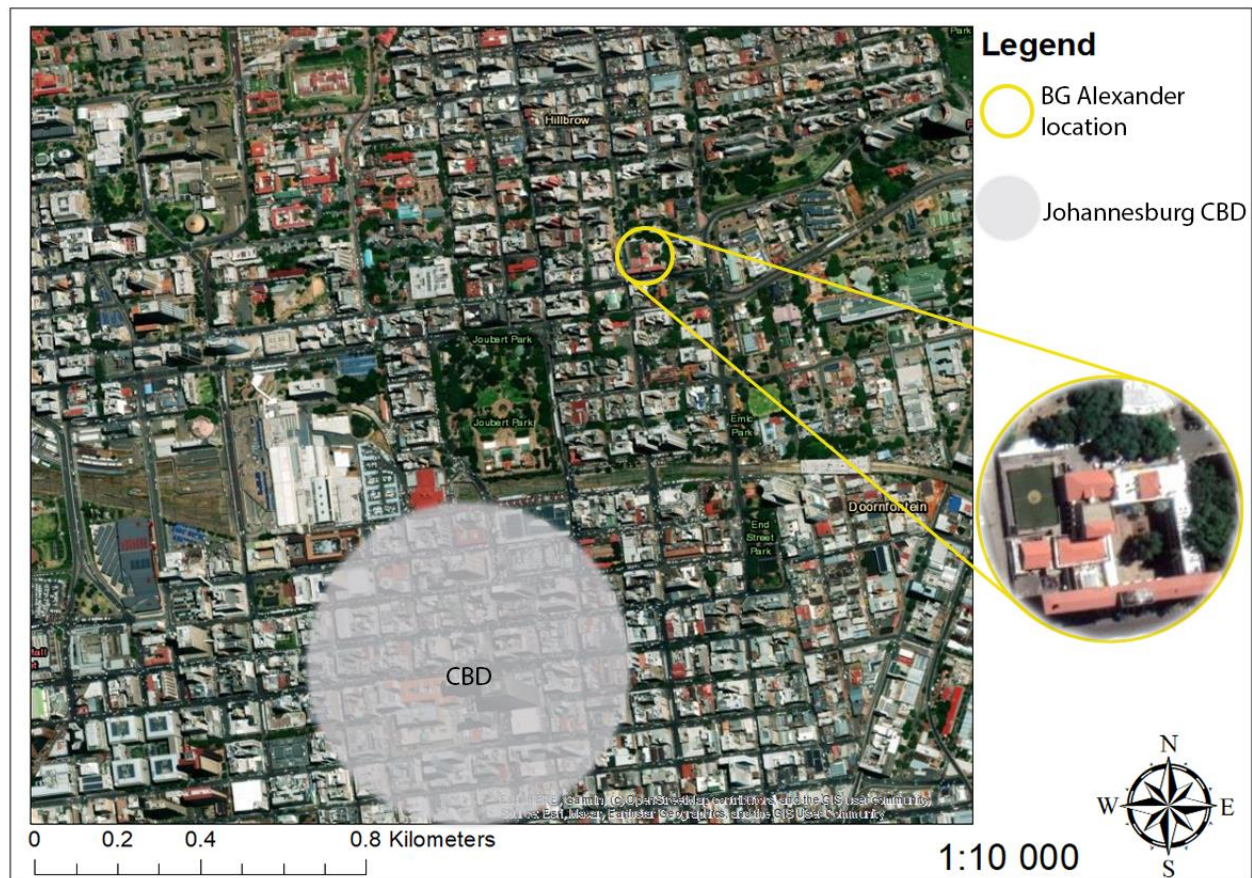


Figure 4.15: BG Alexander housing location (Source: Author's map, September 2023)



Figure 4.16: BG Alexander facility (Source: Google image, Rooftops Canada, accessed September 2023)



Figure 4.17: BG Alexander (behind, near the exit). (Source: Google image, accessed September 2023)

On the financing of the Pickwick development, the participant from the independent consultancy - who was involved in the project since its beginning - explained what it would mean to establish and manage such a model. He corroborated many of the arguments made by DAG and NASHO (2022) regarding the feasibility study done on the Pickwick site (See Chapter 2.3.1) (independent consultancy interview, 28 August 2023). This participant noted that at least three types of finances were needed. The first was capital financing for the project's construction; the second was financing for long-term management, and the third was financing for the socio-economic development support of residents. Because the project had been set up on government land, they had been able to negotiate to use the Communal Residential Unit (CRU) Capital Grant funding from the local authority, they were able to cover the rest of the capital development costs with some financing from the Rate Payers Fund.

In terms of financing for the management of the project, it was expected that residents would pay some amount based on what they could afford. With the understanding that this would not cover all the management costs, the CoCT would support the project with their Indigent Scheme for people living in rental accommodation but who could afford to pay the full rent. Additionally, since the development was on municipal land, significant savings could be made on the costs of rates, electricity and water. Such a municipal subsidy would have to be targeted to residents on the basis of the financial circumstances of residents. Financing for socio-economic development support programmes is difficult to acquire, but this interviewee believed that some funding could be obtained from the national government through the municipality. But, in his opinion, there had been some reluctance and a lack of cooperation between the government department and the CoCT, and the necessary funding, crucial for stabilizing the project, had not been acquired. This participant thus noted that while a number of plans have been formulated, many these did not come to fruition, and this hindered the success of the development.

3

The Ndifuna Ukwazi (NU) research participant noted that with the Madulammoho Housing Association approach in mind, the Pickwick development actually offered an exciting opportunity,

³ "This participant thus noted that while a clear business model existed, it was not properly implemented number of plans have been formulated, many these did not come to fruition, and this substantially hindered the success of the project particularly the management of the facilities and the occupants".

because at the back of the Pickwick facility there was open space which could be used for the development of social housing and market related housing (see figure 4.15 below). Thus, it was an opportunity to not just get those housing models done but also develop different options integrated in a ladder approach that would provide housing for different income groups, tenure options and circumstances (interview, 24 August 2023).

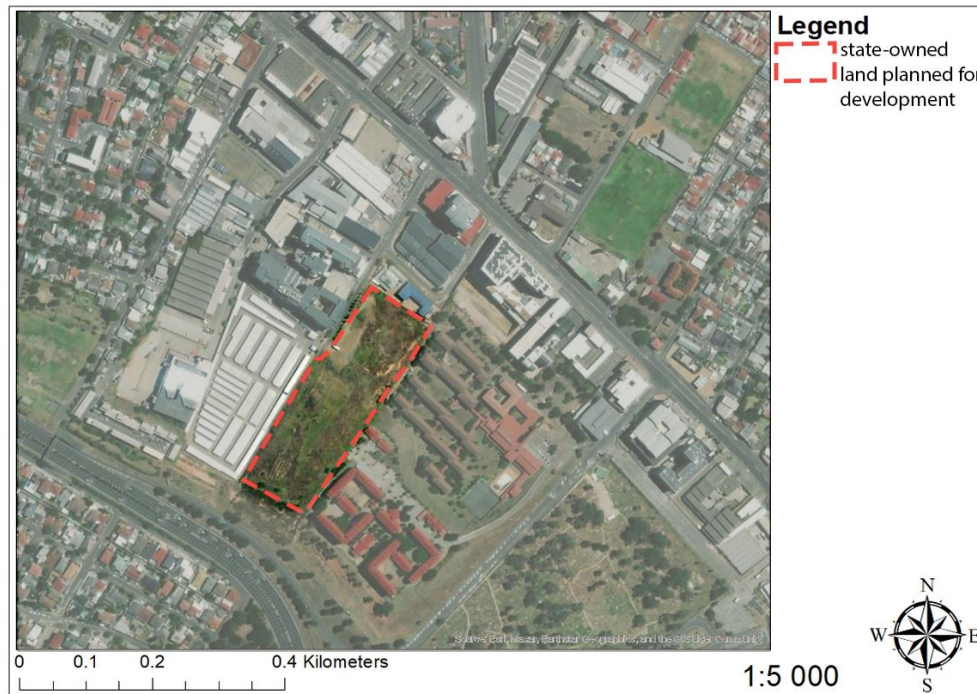


Figure 4.18: State-owned land behind Pickwick planned for development of mixed-use social and market related housing (Source: Author's map, September 2023)

4.6. Assessing Findings Against Criteria of an Inclusive City

Chapter 2.4 described how the Asian Development Bank (cited in Lui, et al., 2020) had expanded on the definition of an inclusive city, explaining that inclusivity needed to be built on a criteria which included:

- (i) all stakeholders involved in integrated urban planning;
- (ii) knowledge and information sharing;

- (iii) public participation and contribution;
- (iv) mechanisms to ensure an adequate standard of living of the vulnerable population;
- (v) pro-poor financing services;
- (vi) resilience to global environmental and socioeconomic shocks and threats; and
- (vii) mechanisms to ensure the sustainable use of its resources.

In this section, the research findings will be assessed again these criteria.

The UN-Habitat (2001) defined an inclusive city as “a place where everyone, regardless of their economic means, gender, race, ethnicity, or religion, is enabled and empowered to fully participate in the social, economic, and political opportunities that cities have to offer”. In light of these criteria, and understanding how everyone is enabled and empowered to participate in the social, economic and political opportunities, the Ward Councillor explained that everything the City does was guided by its residents being involved from a micro-ward level up to a greater city level through various public participation processes (Ward Councillor, interview, 01 August 2023). He noted that it should be clear that the focus of these engagements was not necessarily directed to the poor communities, but for all communities, as no was given preference over others.

Regarding the Pickwick Project, a research participant from DAG explained that “initially, from pre-location to relocation to even post-relocation, there were some engagements with the City. They had monthly meetings, regular meetings” (interview, 20 August 2023). However, that had changed. Residents similarly felt that there after they had moved in, there was no engagement, and generally they were not aware of what was happening in the city.

The Ward Councillor went on to explain that, ultimately, everything one needed to know about what was happening in the city was on the City’s website. However, he went on to acknowledge that though that may be a simple answer it was also disingenuous, because obviously not everyone and many poorer communities would not have access to websites. He then went on to outline the various council meetings ranging from full-council, to sub-council, basic sub-council and ward committee meetings which any resident could sit in on for information, though in many of these residents were not necessarily in a position to do so.

Furthermore, the Councillor noted that every Ward Councillor was responsible for distributing important information to the various communities. There was also a Public Participation Unit from

the CoCT who was responsible for going door to door in a certain community should there be any pertinent information to distribute, or to get peoples' inputs and opinions. Lastly, there were newspapers that informed people and which gave details of what was happening and who to contact should you want to submit comments (ibid). A research participant from DAG, however, noted that unless there was a proactive and active Councillor who tried to have public meetings, the poor and working-class were not necessarily informed, since the City made use of local newspapers, their website and posters at buildings such as libraries or municipal offices, which are places people did not go to (interview, 20 August). The poor and working-class was thus rather badly informed (ibid). which was the similar view the residents shared.

The participant from DAG further went on to explain that generally, the involvement of the poor and the marginalised groups in public processes also depended on location. In the inner city areas, for example, engagement was extremely poor because processes were often conducted in ways that did not really allow some residents to take part. Firstly, posters were usually put up on walls at certain places or in newspapers, and in many cases these were not things the poor and working-class took part in. Secondly, civil organizations within communities were the ones attending these meetings and the meetings were often dominated by 'Not In My Back Yard (NIMBY) groups. However, organizations such as DAG - which worked with the poor and marginalized people, helped them to become more empowered and capacitated, and they eventually invited such groups to participate. NGOs such as DAG were also able to arrange meetings between government bodies and communities, which eventually also ensured on the ground engagements with the marginalized.

Another research participant from DAG noted:

I think that's [public engagements and contribution] a difficult one because I think usually poor and marginalised communities are not well represented in these forums you know, so it's usually the more organized rate payer Organizations that are organized. I think there's a lot more work that needs to be done in that area.

(DAG, interview, 29 August 2023)

The residents who participated in this research all had a different views regarding the involvement and inclusion of the poor and working-class in the city as opposed to that of the Councillor. For them, there was not much communication or genuine engagement with the poor and the

marginalised (Resident 2, interview, 11 August 2023; Resident 1, interview, 11 August 2023; Residents 3, interview, 15 August 2023). One explained that the Pickwick project was an exception and even so, the City only engaged and was committed with regular meetings in the first year. Since then, they tried to engage with the City, signing papers for a meeting with the City, because they have inputs and ideas but they never received responses (Resident 2, interview, 11 August 2023). Another participant echoed that as a community they went to the City, but they got no response. She felt that they were ignored (Resident 3, interview, 15 August 2023). For some, they never knew what the City is planning.

Having pointed out how the engagement and information sharing with the poor and the working-class in the city was perceived, the Ward Councillor noted that the vast majority of the City's budget went to the poorer communities (interview, 01 August 2023). This often occurred through various support programmes such as crime prevention. Secondly, understanding that some residents found it difficult to pay the City's rates and taxes, he pointed out that the CoCT set aside a budget to accommodate residents that could not pay. In the previous financial year about 4 billion rand was set aside and for this year about [more or less] 6 billion rand is set aside. If residents earned less than R20 000 and those on pension, were eligible for discounts on rates and taxes, in some cases up to a 100% discount. In neighbourhoods such as Woodstock and Salt River some residents had been there for years and often did not see the benefits of the CBD expanding into these neighbourhoods causing hiking prices. Consequently, because many of them could necessarily keep up with the rising property rates, the CoCT has established the Indigent and Pensionary Rebates systems for such residents.

When asked about support from the City of Cape Town, one participant at the Haven shelter noted that she was aware of at least two programmes from the CoCT offering support. One was the 'winter readiness programme' where the City provided some funding to the shelter and the shelter would be able to take in more people from the streets. She noted that they also helped to buy extra 'stuff' when needed using the 'Winter Readiness Programme'. The second she explained, was 'the matrix programme' which the CoCT ran, offering rehabilitation support. So when shelters took people in from the streets who struggled with substance abuse, they were able to take those people to this programme for rehabilitation without their having to pay and those people were able to go to other types of transitional shelters. The Councillor also pointed out the 'safe spaces' which the CoCT offered to the poor (interview, 01 August 2023). The findings suggest that there was no specific approach or mechanism in place to accommodate the poor in

terms of engagements, contributions and getting them involved. However, significant strides had been made towards implementing pro-poor financing services, but this would need to be strategized and different government department programmes should complement one another.

4.7. Conclusion

This Chapter aimed to analyse the research findings against the themes and assessment criteria established in Chapter 2. Table 4.1 below provides a brief summary of the research findings according to the various themes and assessment criteria. The findings in this chapter alongside the literature reviewed from Chapter 2 sought to establish answers to the research questions as well as policy recommendations. We will now turn to the final chapter of the dissertation in which answers to the research questions are provided and policy recommendations aimed at addressing some of the research findings are outlined.

Table 4.1. Summary of Research Findings

Subsidiary Research Questions Derived from Literature Reviewed	Established Themes and criteria	Summary of Research Findings
To what extent has legislation on housing rights and evictions influenced the decision on the location of the Pickwick Transitional Housing development?	Legislation and Policy significance • Legislation driving inclusion • Policies and access to housing	The increasing public education and awareness pertaining to issues of spatial injustices and the importance of location have become more significant in ensuring Pickwick as an alternative accommodation is provided in a well-located area and within close proximity from where evictees used to live. Legislations does not protect the locational aspect of alternative accommodation.
What are the opportunities and constraints of having a regulated Transitional Housing policy?		Transitional housing could become recognised nationally and as part of the City's housing mechanisms. Relevant state subsidy will be secured. It will guide evictions and relocation processes and provide clear guidance to municipalities on how to implement transitional housing options. Could result in purposeful delays in the policy processes itself and delays in the implementation of housing due to regulatory procedures. Regulatory procedures may also result in static outcomes (losing innovativeness and creativity).
How does the Pickwick Transitional Housing Project contribute to widening the range of housing options available to the poor?		It provides a more physically secured alternative accommodation to a group who happen to live informally in the city within intergenerational connections and would otherwise have failed to qualify for the existing state subsidized housing options. It is not provided on the basis of income requirement and household demographics
How has the relocation to the Pickwick Transitional Housing Project affected residents' livelihoods (socially and economically), and how does it enable an integrated spatial outcome?	The impact of Pickwick	Residents were able to maintain their existing networks and intergenerational connections within the Woodstock and other surrounding areas. Residents still have access to municipal services and their job opportunities. Transitional housing enables access to a well located neighbourhood that is spatially inclusive comprising of different residential typologies accommodating mixed income groups and circumstances, as well as opportunities. There has, however, been a compromise of the Pickwick residents' social ties as a community.
How is the Pickwick Transitional Housing Project managed?	'Transitioning' in Transitional Housing • Temporary aspect of Transitional Housing	Pickwick is not functioning as a transitional facility as it was intended to. Clustering of residents who are at different development stages in one setting presents many challenges.

	Management across transitional landscape	Absence of a laddered approach with a more permanent end goal to it hinders transitioning Management in and of itself is not good Examples of good management and agencies exists Availability of financial streams and a strategic programme is important for establishment and management
How are Pickwick residents enabled and empowered to contribute and fully participate in the social, economic and political opportunities of Salt River, in particular, and Cape Town, more generally?	Criteria of an Inclusive City	Various means of engagements and information sharing exist. However, these measures often do not have regard for different and diverse groups of people in the city. Views from other research participants suggest various challenges when it comes to involvement of the poor and the working-class. They are usually not well-represented because they are not so organized and NIMBYs poses further challenges around public engagements. Some argue much more needs to be done around having the poor and the marginalised making impacts and being informed. The City has implemented services such as the indigent and pensionary rebates scheme; the 'safe spaces', rehabilitation centres and support given to shelters. In some case social support and violence prevention programmes in poorer communities.
How do poor and marginalised residents contribute to the City's public participation initiatives?		
How does the City of Cape Town share knowledge and information with poor and marginalised residents?		
What mechanisms are employed by the City of Cape Town to ensure that poor and marginalised residents have access to adequate standards of living?		
What pro-poor financing services are implemented by the City of Cape Town?		
How does the City of Cape Town deal with and address global environmental and socioeconomic shocks and threats?		
How does the City of Cape Town ensure the sustainable use of its resources?		

CHAPTER 5: RECOMMENDATIONS AND CONCLUSIONS

5.1. Introduction

The overarching aim of this research was to gain a deeper and more nuanced understanding of how transitional housing, as a state intervention, enhances the inclusion of disenfranchised residents in well-located, inner-city neighbourhoods. To this end, the Pickwick Transitional Housing pilot project in Salt River, Cape Town (which is the municipality's first project of this nature) became the case under study. Literature and applicable legislation and state policies were reviewed in Chapter 2 for the purpose of establishing subsidiary research questions and accompanying assessment themes and criteria. Chapter 3 encompassed a discussion of the research methods and techniques used to collect research findings, which, in turn, were critically analysed against the established assessment themes and criteria (see Chapter 4).

The aim of Chapter 5 is to synthesise the research findings into concise conclusions for the purpose of putting forward implementable planning recommendations. This necessitates answering the subsidiary and main research questions (Sections 5.2 and 5.3). The subsidiary research questions are answered first because they present answers that inform and build-up to answering the main research question. Answers to the main research question ultimately integrate the different aspects of each subsidiary question. In addition to these answers, recommendations are established in order to address the concerns highlighted by the research findings (Section 5.4). Some of the recommendations presented in this chapter are also informed by the literature reviewed in Chapter 2 (Section 5.4). Section 5.5 shifts focus to a discussion on some of the limitations of the research study. This chapter concludes with a reflection on the research process and final concluding remarks (Section 5.6). Table 5.1, at the end of this chapter, presents a summary of the overall research process with the recommendations.

5.2 Answers to Subsidiary Research Questions

5.2.1. To what extent has legislation on housing rights and evictions influenced the decision on the location of the Pickwick Transitional Housing development?

Courts often rule in favour of providing alternative accommodation 'in close proximity' to where people are evicted from. However, the research findings suggest that the PIE Act (RSA, 1998), for example, does not explicitly specify or protect the locational aspect of alternative accommodation. Instead, the Court rulings appear to be influenced by legislation requiring that all relevant circumstances be taken into consideration on the matter of location. That said, public education and awareness pertaining to issues of spatial injustices and the importance of location have become more significant in ensuring alternative accommodation, such as the Pickwick project, is provided 'in close proximity' to where evictees used to live and in a neighbourhood about 5 kilometres from the central business district of Cape Town.

5.2.2. What are the opportunities and constraints of having a regulated Transitional Housing policy?

Research findings demonstrate that there is a need to include transitional housing within the official policy domain. An explicit inclusion of transitional housing in existing policies and programmes could be made via an additional programme of the National Housing Code (RSA, 2009), and via affordable housing mechanisms established by municipalities. Of further importance, such an inclusion would secure the necessary state subsidies and resources for the implementation of transitional housing options. It would also provide municipalities with clear guidelines on how and where to implement these housing options. An explicit inclusion of transitional housing in the official policy domain would also enable NGOs to better support the development of more transitional housing options, especially in inner city areas where it is difficult to provide other state-subsidised housing options.

While there is a need for the inclusion of such a policy in existing housing programmes (such as the National Housing Code), some constraints can be expected, as research findings demonstrated. Constraints included: the purposeful (and often political) delay of policy processes in establishing affordable housing developments, as is the current case with the Inclusionary Housing policy (see Chapter 4). Secondly, once policies are implemented, development outcomes could also be delayed due to the strict regulatory processes that need to be followed. Finally, existing transitional housing models (in both Johannesburg and Cape Town) have been implemented with some level of innovation and creativity because formal processes did not need to be followed. In other words, due to the formal nature of policies, once they are implemented

there may be some level of static outcomes as innovation and creativity may be lost (see Chapter 4).

5.2.3. How does the Pickwick Transitional Housing Project contribute to widening the range of housing options available to the poor?

Due to the static and inflexible nature of the state's current housing finance mechanisms, many residents remain excluded from accessing well-located state subsidised housing. That said, transitional housing provides a more affordable and physically secured housing alternative to a group who happen to live informally in the city, and who would otherwise be disqualified from accessing state subsidised housing options (see Chapter 4). Of further importance, transitional housing is unique because it is provided on the basis that everyone has a right to housing (rather than on the basis of income and household demographics, as is the current requirement to access state subsidised housing). It also offers access to a type of housing that is well-located for poor and working-class residents who would otherwise have lost their intergenerational networks and livelihood strategies had they been relocated to peripheral areas of the city.

5.2.4. How has the relocation to the Pickwick Transitional Housing development affected residents' livelihoods (socially and economically), and how has it enabled an integrated spatial outcome?

Research findings emphasised the importance of location which enables access to networks, livelihood strategies and opportunities. As such, most Pickwick residents were able to maintain their existing networks and intergenerational connections within Woodstock and surrounding areas, which is important for their everyday life. Residents still have access to municipal services and could access hospitals, schools and other municipal facilities at little to no extra transport costs. Of equal importance, many residents were able to keep their jobs and some have managed to find part-time and temporary employment post-relocation to Pickwick.

Transitional housing prevented residents from being pushed to the urban edge which serves only to reinforce the spatial legacy of Apartheid urban planning. Rather, transitional housing enabled an integrated outcome through access to well-located neighbourhoods comprising of different residential typologies, accommodating mixed income groups, tenure options and circumstances, as well as opportunities.

Nevertheless, research findings also showed that the absence of a clear management strategy for the Pickwick housing project had compromised the social ties of the Pickwick community itself. Said differently, Pickwick residents maintained that a sense of community amongst neighbours had been eroded due to a lack of internal management of the transitional housing project.

5.2.5. How is the Pickwick Transitional Housing Project managed?

Transitional housing — as argued by various scholars and noted by research participants — should be understood as a temporary housing solution for people who need permanent options involving both personal transitioning through support programmes, as well as moving from one housing option to more permanent housing options.

Under the management of the City's private management agency, Pickwick was not managed as a temporary housing option (which it was intended for). 'Personal development plans and assessments' of residents for the purpose of establishing pragmatic goals that assist residents in transitioning (personally, emotionally and financially) had been conducted. However, these plans and assessments had failed to yield successful outcomes due to a lack of accountability from both management and residents (see Chapter 4). Furthermore, there were no plans in place to assist residents in transitioning to more permanent housing. As a result, Pickwick is currently managed as rental accommodation (similar to the municipality's social housing units), and the City of Cape Town (CoCT) is responsible for covering the costs of managing the project.

5.2.6. How are Pickwick residents enabled and empowered to contribute and fully participate in the social, economic and political opportunities of Salt River, in particular, and Cape Town, more generally? And how does the CoCT share knowledge and information with poor and marginalised residents?

The CoCT has various measures in place through which knowledge and information is shared with the public. However, these measures often did not have adequate regard for different and diverse groups of people in the city. As a result, many residents, especially poor and working-class groups, were regularly excluded from accessing knowledge and information either because they did not have the means to access existing communication channels, or because they lacked awareness of where places and platforms for public knowledge and information sharing occurred. This leads to voicelessness and disempowerment. However, this situation is noted to be different

when Ward Councillors are active. Furthermore, NGOs had sought to empower and inform poor and marginalised groups by inviting such groups into spaces where they could participate in social, economic and political engagements and opportunities.

5.2.7. What pro-poor financing services are implemented by the City of Cape Town?

With affordability and access to well-located housing being serious challenges, particularly in Cape Town, it is imperative that financial means to support economically stressed residents are in place if we are to live in an inclusive and equitable city. From a CoCT perspective, the research found that most of the City's budget went to poorer communities. For example, the 'indigent' and 'pensionary rebates' systems provide a pro-poor financing service which encompasses discounts on rates and taxes for residents earning an income below a certain amount, including pensioners. Secondly, there is support given by the municipality through programmes such as the City's 'safe spaces', and through financial support of shelters for the homeless. It is noted that ultimately the CoCT does spend a lot towards the poor. However, pro-poor financing mechanisms in many cases were not strategically implemented and spent, which resulted in more costs with limited tangible long-term results.

5.3 Answering the Main Research Question:

How does Transitional Housing, as a state intervention, enhance the inclusion of disenfranchised residents in well-located neighbourhoods, and what can planners learn from this intervention?

As a state intervention, and when focused on inner city neighbourhoods, transitional housing ensures that residents who previously had access to well-located neighbourhoods maintain their social networks and livelihood strategies by living in a temporary, but more affordable, housing option. In the Cape Town context, transitional housing also enabled access to and protected peoples' jobs, since 80% of Cape Town's employment opportunities remain concentrated in and around the CBD (Turok, 2021). Furthermore, transitional housing provided an important alternative to being relocated to Transitional Relocation Areas (TRAs) on the urban edge when residents were affected by high levels of evictions due to the gentrification of inner city neighbourhoods. It is also worth noting, as the research findings demonstrate, that transitional housing projects facilitated by NGOs often included the empowerment of residents by enabling them to take part in local socio-economic opportunities and public information dissemination

meetings and platforms. These are outcomes which otherwise would not have been achieved had residents been relocated to TRAs. Additionally, transitional housing proved to contribute towards a more integrated outcome, as it did away with spatial segregation by enabling neighbourhoods with different housing typologies, mixed income groups, diverse tenure options and circumstances. In sum, it provided a more affordable housing option in a well-serviced area for the poor and working-class. Planners should therefore learn that: (1) if housing projects targeted at the poor and working class are located in inner city neighbourhoods, many positive planning outcomes could be enabled, including redressing the spatial legacy of Apartheid urban planning; and (2) clear long-term planning, good management and rules that understand a communities' previous livelihood are important for such projects.

5.4. Recommendations

5.4.1. A recommendation for legislation: Amendments to the PIE Act directed to Parliament

The PIE Act, as it currently exists, fails to serve its original objectives and, as such, it needs to be amended. I will focus on two aspects of this Act based on my research findings. Firstly, if we are to achieve the Constitutional commitment and vision of *spatially, socio-economic integrated and inclusive cities for all*, then principles protecting such a vision should be represented in the legislation, policies and by-laws which will require state actors to enforce such measures to meet the vision. As noted in Chapter 2, the PIE Act protects the need for alternative accommodation, however, it does not explicitly protect the importance of location for the poor and working-class who may face evictions, relocations and those not able to afford to live in inner city locations. In addition, while the Courts often rule in favour for alternative accommodation to be provided 'in close proximity' or 'in a location as close as possible' to where evictions are taking place, the interpretations thereof have often resulted in evictees being relocated to areas about 30 kilometres away from the inner city. Consequently, these factors provide a pathway for reinforcing Apartheid spatial planning on the basis that many who cannot afford to live in inner city areas are relocated and displaced to peripheral areas where they are excluded from socioeconomic opportunities and services. Research findings therefore suggest that the legislation should set a better precedent for protecting the locational aspect of alternative accommodation (see Chapter 4).

To this end, the PIE Act should be amended to protect access to inner city areas for people who have lived in these areas over generations. This means that if evictions from inner city areas are to occur, then the amendment should explicitly specify that adequate alternative accommodation should be provided ‘within close proximity’ to where evictees used to live. Importantly, the ambiguity around ‘within close proximity’ or ‘in a location as close as possible’ should be addressed. This, in turn, necessitates criteria that are reasonably and rationally considered, including, for example: (1) within the same or immediate surrounding neighbourhoods experiencing high levels of evictions; (2) within a 5 to 10 kilometre radius after reasonable and rationale considerations; and (3) on state land or refurbished buildings after the aforementioned considerations. This will significantly maintain and foster spatial, social and economic integration.

Evictions and relocations should only proceed in instances where adequate alternative accommodation is available, whether it be temporary or permanent state subsidized housing. Clear plans in the policy landscape should accompany temporary alternative accommodation such as transitional housing. The second recommendation (5.4.2) elaborates on the policy landscape and transitional housing.

Secondly, I have learned that the PIE Act may be strategically used to occupy land and buildings (see Chapter 4). The fact that the Act applies to everyone who is illegally occupying land or buildings as noted in Chapter 2, and that everyone has a right to housing, allows it to be strategically taken advantage of as it protects many people with ulterior motives who might want faster access to formal housing. As such, the PIE Act, and other Acts pertaining to property rights, should be amended to better protect land or building owners, particularly from those with motives of strategic invasions. This means that: (1) the time of occupation should be taken into consideration; (2) the nature and circumstance of occupation should be taken into consideration; (3) the presence of an agreement to occupy land or any building should be considered; and (4) reasonable suspicion of ulterior motives should be considered. Such occupiers should not be protected in the same way by the amended PIE Act. Property owners—whether the land is state owned or privately owned—should have the right to their land and buildings when people occupy them for ulterior motives. Courts should find it just and equitable to grant orders should it be proven that ulterior motives applied. In some cases, well-located buildings and land that could be used to plan for affordable housing are locked merely because court cases are known to drag on for years. Consequently, this may enhance the balancing of the rights of property owners against the rights of illegal occupiers (see Chapter 2).

5.4.2. Recommendation for planners and policy makers

Municipal and provincial government planners and national government policy makers should be permitted to conceptualise and implement housing models that cater for mixed income groups with diverse tenure needs and livelihood strategies. In the case of transitional housing, it is recommended that transitional housing becomes another programme of the National Housing Code (RSA, 2009). This would enable transitional housing to form part of an integrated affordable housing policy with other housing options (such as social housing, CRU, FLISP and inclusionary housing) collectively facilitating a 'laddered' approach to housing delivery in the South African context (see Chapter 4).

In the process of reconceptualising and amending existing housing legislation and policies, it is also recommended that officials and policy makers engage with, and learn from, NGOs that have knowledge and experience of implementing transitional housing projects (see Chapter 4). Both the research findings and the literature reviewed in Chapter 2 confirm that NGOs' success stems not only from implementing physical structures, but also from facilitating "Integrated Psychological, Economic and Housing Support" that enables people "living on the street or informally to develop the necessary skills and social support to move off the street" (see Chapter 2.3.1). Housing is, after all, not only a physical shelter. Thus, it would be strategic if national, provincial and local tiers of government made funding available to NGOs that facilitate physical, psychological and socio-economic housing needs.

In order to unlock a 'laddered' approach to housing delivery in the South African context, it is also recommended that all three tiers of government engage in a land audit of their landholdings so that state-owned land may be strategically released for state subsidised housing. Such an audit (which needs to be captured via a digital database that is continually updated) will allow officials to review and amend Provincial, Municipal and Local Spatial Development Frameworks in accordance with land release processes. It will also allow municipalities to budget for housing delivery on state-owned land in their Integrated Development Plans (IDPs). Such an approach would address the current piecemeal and ad-hoc approach of 'scrambling around' to find 'alternative accommodation' for evictees, in addition to addressing the current injustice of relocating evictees to TRAs on the urban edge. This recommendation is therefore not only applied in cases of evictions, but it should become a holistic and official affordable housing mechanism.

Where appropriate, and in accordance with amended MSDFs and LSDFs, transitional housing could be developed in conjunction with social housing, inclusionary housing, street-level retail

and, where possible, with market related housing on the same parcel (or parcels) of state-owned land. Long-term leaseholds could be promulgated to promote market related housing on state-owned land, thereby generating income for the state. This ladder approach comprises two end goal pathways. One is that people are eventually enabled to move 'up the ladder' to social or inclusionary housing. The second allows transitional housing residents to access the existing BNG programmes (which are a National Housing Code programme). This would serve as a subsidy for one of three purposes: (1) people use the subsidy to continue pursuing rental options in well-located neighbourhoods; or (2) people opt to apply for a freestanding BNG unit (but this option is unlikely to take place in inner city areas); or (3) people opt to use the subsidy to build their own houses on the state's recent return to site-and-service schemes.

However, if this 'ladder approach' is to become a reality, then an urgent amendment to the state's current housing subsidy mechanism is needed. In order to qualify for a housing subsidy, the National Housing Code (RSA, NHC, 2009:109) stipulates that applicants may not have "benefited from any government Housing Subsidy Scheme before". Beneficiaries only have access to one subsidy programme, thereby relinquishing opportunities to implement a 'ladder approach' to affordable housing, it is therefore recommended that the current housing subsidy mechanism be reviewed and amended to enable a 'ladder approach' to housing.

Research findings also highlighted other financing concerns (see Chapter 4). In response to these concerns, it is recommended that full capital subsidy for transitional housing should come from national government via the inclusion of a transitional housing programme in the National Housing Code. Secondly, it is recommended that financing streams are required to enable the effective and efficient management of transitional housing projects. Part of the funding for the management of a project could be subsidised from residents' rentals (based on what they can afford through a means test). Additionally, the City's Indigent Scheme could assist with covering a portion of residents' rents. Residents would also qualify for full rates rebates for municipal services. A third stream of financing should be allocated for the implementation of active socio-economic development programmes for residents. The City of Cape Town currently supports such programmes that are facilitated by NGOs (see Chapter 4). Additionally, some of the case examples reviewed in Chapter 2 advocated for private-sector owners of high valued land to provide a reasonable compensation fee to evictees or to municipalities to enable alternative accommodation. Lastly, it is recommended that the land upon which transitional (and other state subsidised) units are developed remains in government ownership, and that the management of these units is contracted to external agencies with regular oversight.

It is also recommended that accommodation in transitional housing should be viewed as temporary, and that residents, Ward Councillors and municipal officials are aware of this temporary situation. To this end, residents need to be enabled and empowered to move into permanent housing options. The state financing of active socio-economic development programmes is thus vital, as emphasised above.

Finally, transitional housing should not be conceptualised by officials and policy makers as a means of only accommodating evictees. Rather, this housing option should be conceptualised for all subsidy beneficiaries in need of temporary accommodation (including residents who might need to move 'down' the ladder to transitional housing should income challenges arise in inclusionary, social, CRU or BNG housing programmes).

5.4.3. Recommendation for the State: A complimentary approach to governance

As noted in one of the answers earlier, the City of Cape Town (CoCT) allocates a significant proportion of its annual budget to pro-poor initiatives. However, this allocation tends to be fragmented and un-strategic as research findings demonstrate. Moreover, the provincial and municipal Departments of Human Settlements, Spatial Planning, and Social Development tend to operate in silos with unaligned agendas, programmes and budgets, thereby creating a lack of strategic investment and spatial integration.

It is therefore recommended that the different provincial and municipal Departments responsible for housing, spatial planning, and social development complement and support each other in a way that enhances each individual Department's strengths, so that rehabilitation centres, 'safe spaces', shelters for the homeless, transitional housing projects and inclusionary and social housing developments are conceptualised as integrated programmes with spatial and socio-economic impacts. A clear and coherent vision and plan for what the City and the Provincial Government of the Western Cape aims to accomplish with these programmes, spatial interventions and housing options should be outlined, shared and worked towards. Finally, it is good that the City is focusing more on who manages their programmes. This focus should be maintained by purposefully supporting NGOs and Social Housing Institutions to manage these projects rather than the CoCT itself (refer to Chapter 2 and 4).

5.4.4. Recommendation for Social Housing Institutions and NGOs: Further research

Social Housing Institutions (SHIs) and NGOs who are likely to be contracted for the integrated and 'laddered' housing model outlined in Recommendation 5.4.2 should be enabled to conduct in-depth research on more nuanced understandings of the spatial, socio-economic and physiological impacts of evictions and relocations, in addition to in-depth research on the design, financial sustainability and management of transitional and the other state subsidised housing options. The findings highlights that in cases where a community is relocated, most residents end up losing their relationships, bonds and former livelihood strategies because of the nature of the relocated space. Lessons drawn from the research findings could help SHIs and NGOs improve future projects whether through the design, management, or proposed programmes that will ensure community ties and social relations remain intact.

Another key area of research for SHIs and NGOs would be an investigation into the types of rules that are established to manage transitional housing projects; and how, and with whom, these rules are established. Ideally, residents should be involved in the formulation of such rules. Similarly, residents should be involved in the different processes and activities of their housing environment, so that they can embrace a sense of ownership over and responsibility for the collective decisions made concerning their housing environment. Figure 5.2 below illustrates the short term action plan for the implementation of recommendations. The time needed for the implementation of these are subject to the complexity and processes of each recommendation.

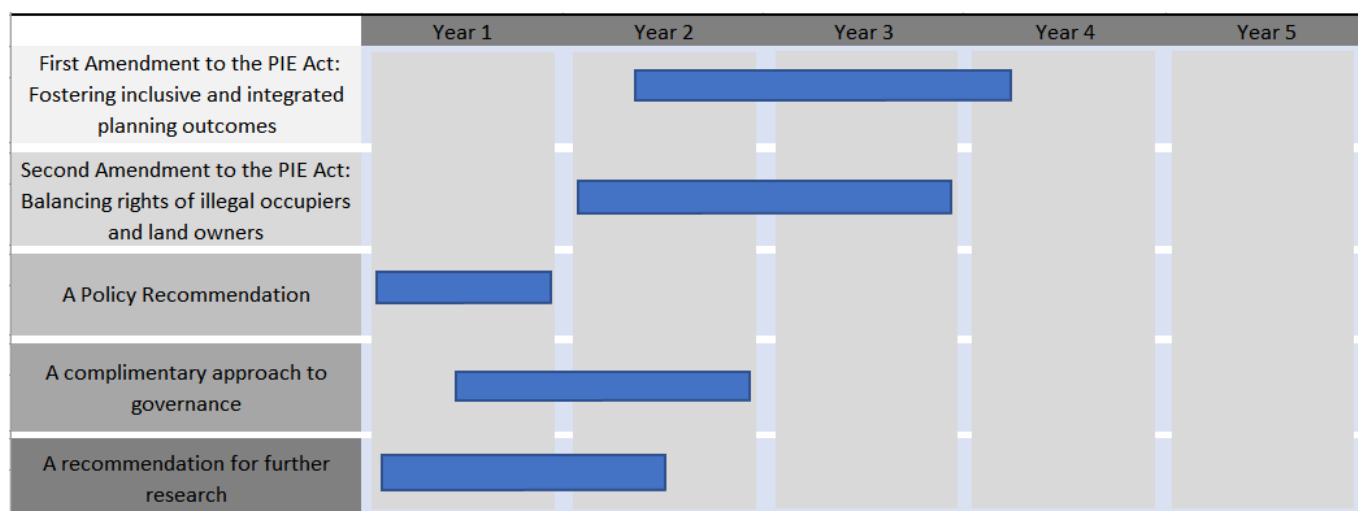


Figure 5.1: The short-term 5-year action plan for recommendations (Source: Author's diagram, September 2023)

5.5. Research Limitations

Firstly, time was a key limitation in this study. Due to the limited amount of time available for fieldwork in particular, the number of research participants I was able to interview was limited. Nevertheless, the research participants involved in this study provided a wealth of insights and knowledge on the subject matter. This research would have benefited from the inclusion of municipal officials. However, the City's protracted ethics approval requirements (which necessitate at least 20 working days) prevented me from including their voices and standpoints in this study.

Similarly, I was prevented by the Management Agency from accessing and interviewing more Pickwick residents. Only after I had already interviewed some residents was I informed by the Management Agency that I was expected to apply to the City to interview Pickwick residents. Research findings would have been richer, and potentially more varied, had I interviewed more residents. Nevertheless, that 'gatekeeping' mechanism became a research finding in itself, in that who can be part of knowledge production and information sharing seems to be controlled by the local authority.

The time element also limited the depth of insights drawn from stakeholders. More time would have allowed me to go back to research participants for the purpose of verifying my interpretations of their responses. It also would have allowed me to ask follow-up questions and to clarify some of my interpretations. Furthermore, some research participants were reluctant to answer some of my research questions. More time would have allowed for trust to be built between participants and myself, and for more open engagements. What I learned is that because interviews were recorded (for the purpose of transcribing these), some research participants felt limited in what they chose to say.

Finally, in some cases it took more time than I had planned to secure interviews, which, in turn, hindered my time to work with the data and write-up and analyse the research findings. I should also note that because some interviews were conducted online, consent forms were not signed right away. This caused further delays in the writing-up and analysis process since this could only happen once consent forms were received.

5.6. Reflections

Early in the writing-up phases of this research I learned about the different stakeholders involved in implementing and managing the Pickwick project. I understood that the CoCT had a major role to play, from granting the sources of funding to making the land available for a transitional housing development. I also understood the role of the City's contracted Management Agency. Thus, it was interesting (if not a little confusing) to discover that in order to interview residents, researchers needed to apply to the CoCT for permission to do so. For me, this 'gatekeeping' mechanism raised questions around access to knowledge production and learning about the realities on the ground (as experienced by residents). But on reflection, it might be argued that this permission had less to do with controlling how knowledge was produced and more to do with protecting residents from being interviewed by countless researchers (who might engage in research for self-edification purposes and not for reciprocal beneficial purposes).

A lot of learning also took place during and after the interviewing processes. This included learning how to arrange venues and adapt to circumstances (so that comfortable and open conversations could take place); how to gain informed consent from research participants; and how to structure and deliver questions to ensure that the interview was conversational and understood by participants.

Recorded interviews were transcribed immediately after the interviews, which allowed me to learn from and improve the approach used for the next interview. It also allowed me address issues that I might have missed in the previous interview, and, when time allowed, to go back to participants to ask for clarity or even follow-up questions. Transcribing also allowed me to focus on the analysis process whilst transcribing, instead of doing so during the interview. As such, I was able to remain focused on what research participants were saying, and what I was learning from them, during the interview.

Furthermore, whilst time was a limitation (as discussed above), I believe some participants' openness and willingness to share information with me was indicative of trust, as I purposefully aimed to create a space where trust, mindfulness and respect was central to the learning and sharing process. In addition, engagements with many stakeholders set foundations and invitations for possible future relations. The invitation to volunteer at one of the Haven shelters is one I promised to honour.

Finally, while I initially had an interest in a research project that could contribute to my future career path, this research exposed me to the many additional and integrated aspects and challenges of urban planning than the ones I had imagined prior to this study. Upon having a little time to reflect on the overall research process, I am now confidently looking forward to a career as a city and regional planner (including the many and varied challenges I will encounter along the way).

5.7. Conclusion

The overarching aim of this study was to gain a deeper and more nuanced understanding of how transitional housing enhances the inclusion of disenfranchised residents in well-located areas. Chapter 1 presented the problem under study and the main research question. In this chapter, I also briefly introduced the theoretical lens used for this study (which is a focus on inclusionary planning). In Chapter 2, I reviewed the literature and the relevant legislation for the topic under study, which, in turn, allowed me to establish subsidiary research questions and assessment criteria. These criteria were used to critically analyse the research findings, while Chapter 3 outlined the research methods and techniques used to collect data. Chapter 3 concluded with a discussion on how data was analysed, and how an ethical approach was adopted and enabled. In Chapter 4 I presented and analysed the research findings. This analysis was based on the themes and assessment criteria established in Chapter 2.

Finally, in this chapter, I established synthesised answers to the main and subsidiary research questions that informed and guided the four recommendations presented in Section 5.4. Some of the recommendations were developed from suggestions derived from the reviewed literature, whilst others were explicitly designed to address the planning issues represented by the research findings. This chapter also included an identification of the limitations of this study and some of my reflections. Before presenting a summary of the main and subsidiary research questions, the themes and assessment criteria, and the related findings and recommendations in Table 5.1 below, and as I conclude my dissertation, permit me to leave you with this quote by Peter Calthorpe (cited in Shieber, 2020):

Because cities are so complex and so interconnected in all of their dimensions, looking at multiple outcomes simultaneously is the healthiest and the best way to think about possible outcomes.

Table 5.1: Summary Table with Research Recommendations

Subsidiary Research Questions Derived from Literature Reviewed	Established Themes and criteria	Summary of Research Findings	Recommendations
To what extent has legislation on housing rights and evictions influenced the decision of the location of the Pickwick Transitional Housing development?	Legislation and Policy significance • Legislation driving inclusion • Policies and access to housing	The increasing public education and awareness pertaining to issues of spatial injustices and the importance of location have become more significant in ensuring alternative accommodation is provided in a well-located area and within close proximity from where evictees used to live. Legislations does not explicitly protect the locational aspect of alternative accommodation.	Legislations such as the PIE Act should explicitly indicate that alternative accommodation should be provided 'within close proximity' from where high eviction are happening. 'within close proximity' should be specified through a criteria or set of principles that is reasonably and rationally established.
What are the opportunities and constraints of having a regulated Transitional Housing policy?		Transitional housing could become recognised nationally and as part of the state's housing mechanisms. Relevant state subsidy and resources will be secured. It will provide clear guidance to municipalities on how to implement transitional housing options. Could result in purposeful delays in the policy processes itself and delays in the implementation of housing due to regulatory procedures. Regulatory procedures may also result in static outcomes (losing innovativeness and creativity).	Transitional housing policy should be implemented in at least two fundamental ways: 1.) to assist existing transitional spaces with resources and finance and 2.) it is applied with social and inclusionary housing options and retail on scale. A variation and scale will help to limit static outcomes and delays with regulatory processes ensuring responsiveness. Evictions and relocations should only commence when adequate alternative and affordable accommodation is available. This will assist in reducing purposeful delays of a policy

How does the Pickwick Transitional Housing Project contribute to widening the range of housing options available to the poor?		It provides a more affordable physically secured alternative accommodation to a group who happen to live informally in the city with intergenerational connections and would otherwise have failed to qualify for the existing state subsidized housing options. It is not provided on the basis of income requirements and household demographics.	
How has the relocation to the Pickwick Transitional Housing Project affected residents' livelihoods, socially and economically? And how does it enable an integrated spatial outcome?	The impact of Pickwick	Residents were able to maintain their existing networks and intergenerational connections within the Woodstock and other surrounding areas. Residents still have access to municipal services and their job opportunities. Transitional housing enables access to a well-located neighbourhood that is spatially inclusive comprising of different residential typologies accommodating mixed income groups and circumstances, as well as opportunities. There has, however, been a compromise of the Pickwick residents' social ties as a community.	Transitional housing and other alternative options should be located 'within close proximity from where people use to live as it results in more positive planning outcomes. It is suggested that research should be done into understanding what it is that may have compromised and undermined the social ties of the community itself. Lessons and knowledge can be used to improve future projects where communities are relocated and remain together.
How is the Pickwick Transitional Housing Project managed?	'Transitioning' in Transitional Housing 1.) Temporary aspect of Transitional Housing 2.) Management across transitional landscape	Pickwick is not functioning as a transitional facility as it was intended to. Clustering of residents who are at different development stages presents many challenges. Absence of a laddered approach with a more permanent end goal to it hinders transitioning Availability of financial streams and a strategic programme is important for establishment and management.	The policy recommendation applies: A laddered approach with transitional housing as an official affordable housing option and an end goal to it will ensure transitioning. Secure financial streams will ensure adequate socio-economic support programmes ran by well performing external management agencies.

How are Pickwick residents enabled and empowered to contribute and fully participate in the social, economic and political opportunities of Salt River, in particular, and Cape Town? And How does the City of Cape Town share knowledge and information with poor and marginalised residents?	Criteria of an Inclusive City	Various means of engagements and information sharing exist. However, these measures often do not have regard for different and diverse groups of people in the city. Views from other research participants suggest various challenges when it comes to involvement of the poor and the working-class. They are usually not well-represented because they are not well organized and NIMBYs poses further challenges around public engagements. Some argue much more needs to be done around having the poor and the marginalised making impacts and being informed.	More should be done by the City and NGOs to empower and educate the poor and working-class to better participate and contribute to the social, economic and political engagements and opportunities in the City.
What pro-poor financing services are implemented by the City of Cape Town?		The City has implemented services such as the indigent and pensionary rebates scheme; the 'safe spaces', rehabilitation centres and support given to shelters. In some case social support and violence prevention programmes in poorer communities.	Different government departments running similar accommodation programmes for the poor and working-class should work together and complement one another to enable transitioning.

Appendix 1: Research Ethics Approval



Appendix 2: Consent form



SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town

Private Bag x3, Rondebosch 7701

Centlivres Building

Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

June 2023

STATEMENT TO BE READ OUT TO AN INTERVIEWEE BY A STUDENT ABOUT TO UNDERTAKE AN INTERVIEW FOR THE PURPOSES OF A MASTERS DISSERTATION

My name is Enrique Siff and I am currently doing my Masters of City and Regional Planning at the University of Cape Town.

About my Research

I am conducting research on how transitional housing as a state intervention can enhance the inclusion of disenfranchised residents in well-located neighbourhoods, with Salt River Pickwick Transitional Housing as my case study.

The overall aim of my research is to establish if and how transitional housing could become an effective housing mechanism for poor and working class families in neighbourhoods with better access to social and economic opportunities.

Voluntary Participation

Please understand that taking part in my research is entirely voluntary and you are not obligated to participate. It is entirely up to you to participate and there will be no negative consequences should you choose not to take part. The questions I ask are purely for research purposes and may not be of direct benefit to you or your immediate community, but could assist in paving a path for future planning. If you do take part in my research, you will also be free to withdraw at any time and there will not be any negative consequences to your decision. However, it would be an honour if you could participate and assist me in completing my research by allowing me to interview you.

Anonymity and Confidentiality

All information collected during my research will be kept private.

I can promise that you as a participant will not be identified by name or address, and your personal details will not in any way be revealed in my dissertation or any publication I produce. I will make use of pseudonyms for the purpose of maintaining confidentiality in my final research report.

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefor, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with you permission for academic purposed and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffenr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make not of it on this form.

Signature and designation (interviewee)

Signature of student

Date

Date

Appendix 3: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

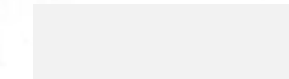
Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefor, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with you permission for academic purposed and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffennr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make not of it on this form.



15/08/23

Date

Signature of student

15/08/23

Date

Appendix 4: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffenr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make not of it on this form.

[Redacted Signature]

Signature of student

1/8/2023
Date

01/08/2023
Date

Appendix 5: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffentr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

Signature of student

01/08/2023

Date

01/08/2023

Date

Appendix 6: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffennr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

Signature of student

11/08/2023
Date

11/08/2023
Date

Appendix 7: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffenr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

Signature of student

11/08/2023
Date

11/08/2023
Date

Appendix 8: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffnr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

Signature of student

15.08.23

Date

15/08/23

Date

Appendix 9: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffnr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature of student

28 Sept 2023
Date

28 September 2023
Date

Appendix 10: Consent Form Signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffenr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

01/09/2023
Date

Signature of student

01/09/2023
Date

Appendix 11: Consent Form Signed

Expectation from Research Participation

I intend to have no personal interviews with my participants. Should there be cases where it is not possible, virtual interviews sessions will be arranged. Interviews sessions will be recorded only for reference purposes when analysing and interpreting the data I intend on collecting my participants' feedback back to my participants for feedback before adding any information to my research. The recordings will only be used for my research. These will remain private and will not be shared with anyone.

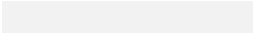
Interviews is anticipated to take a maximum of 30 minutes. Please take note that there is no financial obligation from you as the participant in the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your work will be respected. I will also require your consent for making reference in the recording and notes taken during the interview for academic purposes. The sample gained from interviews with my participants will be useful in answering my research questions.

Ethical Approval

My research proposal has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained in connection for interviews.

My supervisor is Professor Tanya Winkler and her contact details are tanya.winkler@uct.ac.za My contact details are ellie@uct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make use of it on this form.



Signature of student

21 SEP 2023 27/09/23

Date **Date**

Appendix 12: Consent Form signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffnr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.

Signature and designation (interviewee)

Signature of student

24/09/2023
Date

24/09/2023
Date

Appendix 13: Consent Form signed

Expectation from Research Participations

I intend to have in-person interviews with my participants. Should there be cases where it is not possible, virtual interview session will be arranged. Interview sessions will be recorded only for reference purposes when analysing and interpreting the data. I intend on referring my interpretation thereof back to my participant for feedback before adding any information in my research. The recordings will only be used for my research, these will remain private and will not be shared with anyone.

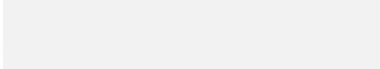
Interviews is anticipated to take a minimum of 30 minutes. Please take note that there is no financial obligation from you as the participant or the research study at large. Therefore, there is no payment available for me as the researcher and you as the participant. Interviews will only be recorded with your permission for academic purposes and should you not agree, your wish will be respected. I will also require your consent for making reference to the recording and notes taken during the interview for academic purposes. The insight gained from interviews with my participant will be useful in answering my research questions.

Ethical Approval

My intended research has been reviewed and approved by the University Research Ethics Committee of the University of Cape Town. Permission has been obtained to commission the interviews.

My supervisor is Professor Tanja Winkler and her contact details are: tanja.winkler@uct.ac.za
My contact details are: sffcnr001@myuct.ac.za

By signing this consent form, you confirm that you understand and agree to the terms as stipulated in this form. Should there be anything you are not comfortable with, please clearly make note of it on this form.



Signature and designation (interviewee)

05/11/2023
Date



Signature of student

24/09/2023
Date

List of References

- Babbie, E. and Mouton, J. 2001. The practice of social research. Cape Town: Oxford University Press.
- Bhandari, P. 2022. Scribbr. [Online] Available at: <https://www.scribbr.co.uk/research-methods/introduction-to-qualitative-research/>.
- Binns, T. and Nel, E. 2002. 'Devolving development: Integrated Development Planning and Developmental Local Government in post-apartheid South Africa', *Regional Studies*, 36(8), pp. 921–932. doi:10.1080/0034340022000012342.
- Braun, V. and Clarke, V. 2013. *Successful Qualitative Research: a practical guide for beginners*. Los Angeles: Sage.
- Budlender, N. 2021. Salt River Market: An affordable housing project stonewalled by the City of Cape Town, *Daily Maverick*. Available at: <https://www.dailymaverick.co.za/article/2021-01-21-salt-river-market-an-affordable-housing-project-stonewalled-by-the-city-of-cape-town/>.
- Carls, K. 2016. The changing face of Woodstock: a study of inner-city gentrification. Master's Thesis. Stellenbosch University.
- Chapple, K., Loukaitou-sideris, A., Miller, A. and Zeger, C. 2022. The Role of Local Housing Policies in Preventing Displacement: A Literature Review. *Journal of Planning Literature*, 38(2).
- Charlton, S and Kihato, C. 2006. Reaching the poor? An analysis of the influences on the evolution of South Africa's housing programme. In Pillay, U, Tomlinson, R & Du Toit, J (Eds), *Democracy and delivery. urban policy in South Africa*. Cape Town: Human Sciences Research Council Press.
- City of Cape Town. 2017. *Woodstock, Salt River and Inner City Precinct Affordable Housing Prospectus*. Cape Town: City of Cape Town. Retrieved from [https://www.tct.gov.za/docs/categories/1313/TDA Inner City Housing Prospectus Interactive 28092017.pdf](https://www.tct.gov.za/docs/categories/1313/TDA%20Inner%20City%20Housing%20Prospectus%20Interactive%2028092017.pdf)
- City of Cape Town. 2018. Cape Town Municipal Spatial Development Framework. Available: https://resource.capetown.gov.za/documentcentre/Documents/City%20strategies,%20plans%20and%20frameworks/CT_Metropolitan_Spatial_Development_Framework.pdf [2022, September 27].
- City of Cape Town. 2019. City of cape town link, City of Cape Town. Available at: <https://www.capetown.gov.za/Media-and-news/City's%20first%20transitional%20site%20in%20Salt%20River%20to%20unlock%20social%20housing%20opportunities>.
- City of Cape Town. 2021. *Human Settlements Strategy*, Cape Town: Western Cape Provincial Government.
- City of Cape Town. 2022. *Municipal Spatial Development Framework*. Cape Town: City of Cape Town.

- Corner, J. 1999. The Agency of Mapping: Speculation, Critique and Invention. In: Mappings. pp. 213-252.
- Crawford, L. 2017. Transitional Housing: Evidence Brief.
- Development Action Group (DAG) and the National Association of Social Housing Organisations (NASHO). 2022. *Transitional Housing in South Africa: Seeking a Shared Understanding*. Cape Town: Development Action Group.
- Department of Human settlements. 2009. Social and Rental Interventions: Social Housing Policy. Part 3 (of the National Housing Code).
- Department of Human Settlements. 2010. National Housing Policy and Subsidy Programmes.
- Dube, F. and du Plessis, A. 2021. Unlawful Occupiers, Eviction and the National State of Disaster: Considering South Africa's Emergency Legislation and Jurisprudence During COVID19. *Journal of African Law*, 65(2).
- Fainstein, S. 2005. Planning Theory and The City. *Journal of Planning Education and Research*. 25 (1) p.121-130, Print.
- Fainstein, S. 2010. *The Just City*. Ithaca: Cornell University Press, Print.
- Fainstein, S.S. 2014. 'The just city', *International Journal of Urban Sciences*, 18(1), pp. 1–18. doi:10.1080/12265934.2013.834643.
- Flyvbjerg, B., 2006. 'Five Misunderstandings About Case-Study Research', *Qualitative Inquiry*, 12(2).
- Flyvbjerg, B. 2011. "Case Study," in N. K. Denzin and Y. S. Lincoln, eds., *The Sage Handbook of Qualitative Research*, 4th Edition (Thousand Oaks, CA: Sage, 2011), Chapter 17, pp. 301-316.
- Forester, J. 2004. Reflections on trying to teach planning theory. *Planning Theory & Practice*, 5(2), pp242-251.
- Hogg, C. 2017. Future uncertain for Woodstock's poorest families, *GroundUp News*. Available at: <https://www.groundup.org.za/article/future-uncertain-woodstocks-poorest-families/>.
- Hopkins, J. Reaper, J., Vos, S. and Brough, G. 2020. *The Cost of Homelessness: Cape Town, Cape Town*.
- Jacobs, K. 2006. Discourse analysis and its utility for urban policy research. *Urban Policy and Research*. 24(1):39–52. DOI: 10.1080/08111140600590817
- Jorgensen, M. and Phillips, L. 2002. *Discourse Analysis as Theory and Method*. 1st ed. London: SAGE.
- Kothari, M. 2015. *The Global Crisis of Displacement and Evictions: A Housing and Land Rights Response*, New York: Rosa Luxemburg Stiftung.
- Lefebvre H.1968. *Le Droit à la ville* [The right to the city] (2nd ed.). Paris, France: Anthropos.
- Le Grange, L. 1985. *Working Class Housing, Cape Town 1890-1947: Segregation and Township Formation*. Centre for African Studies, University of Cape Town.

- Levenson, Z. 2018. The road to TRAs is paved with good intentions. *Urban Studies*, 55(14).
- Levy, D. K., Comey, J. and Padilla, S. 2007. In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement. *Journal of Affordable Housing & Community Development Law*, 16(3).
- Liu, Z. et al. 2020. 'Towards developing a new model for inclusive cities in China—the case of xiong 'an new area', *Sustainability*, 12(15), p. 6195. doi:10.3390/su12156195.
- Luo, A. 2022. Critical Discourse Analysis | Definition, Guide and Examples. Scribbr. Retrieved April 14, 2023, from <https://www.scribbr.com/methodology/discourse-analysis/>
- Mafolo, K. 2019. City of cape town moves 19 families to a new transitional facility in Salt River, *Daily Maverick*. Available at: <https://www.dailymaverick.co.za/article/2019-05-21-city-of-cape-town-moves-19-families-to-a-new-transitional-facility-in-salt-river/> (Accessed: 12 October 2023).
- Mathers, N. Fox, N. J. and Hunn, A., 2000. Using Interviews in a Research Project. In: *Research Approaches in Primary Care: Radcliffe Medical Press/Trent Focus*, pp. 113-134. 15 Merriam-Webster Online Dictionary., 2009. Case study. Available at <http://www.merriamwebster.com/dictionary/case%20study>.
- Mullet, D.R. 2018. 'A general critical discourse analysis framework for educational research', *Journal of Advanced Academics*, 29(2), pp. 116–142. doi:10.1177/1932202x18758260.
- National Association of Social Housing Organisations (NASHO) and Rooftops Canada. (undated). A Pathway to Implementation: Delivery mechanisms to support affordable rental housing-driven urban regeneration in Woodstock-Salt River. Johannesburg: NASHO and Rooftops Canada.
- Ndifuna Ukwazi. 2021. Spatial Justice Delayed? Understanding the Obstacles to Social and Transitional Housing in Central Cape Town, Cape Town: Ndifuna Ukwazi.
- Nicolson, G. 2015. Affordable City Housing: A model and building Joburg must maintain, *Daily Maverick*. Available at: <https://www.dailymaverick.co.za/article/2015-11-19-affordable-city-housing-a-model-and-building-joburg-must-maintain/>.
- Parnell, S. 2013. Inclusionary approaches to urban planning: lessons in poverty reduction from South Africa.
- Pillay, S. et al. 2017. I Used to Live There: A Call for Transitional Housing for Evictees in Cape Town, Cape Town: Ndifuna Ukwazi.
- Ranslem, D. 2015. 'Temporary' relocation: spaces of contradiction in South African law. *International Journal of Law in the Built Environment*, 7(1).
- Roulston, K. de Marrais, K. and Lewis, J. B., 2003. Learning to Interview in the Social Sciences. *Qualitative Inquiry*, 9(4), pp. 643-668.
- Ryan, F., Coughlan, M. and Cronin, P. 2009. Interviewing in qualitative research. *International Journal of Therapy and Rehabilitation* -, 16(6).
- Schermbrucker, N., van Donk, M., and Horber, J. 2022. Drastic Changes are Afoot. *The Big Issue*. September: 3–4.

- Shieber, J. 2020. Taking a page from SimCity, UrbanFootprint pitches new tools for urban development. TechCrunch. [online] Available at: <https://techcrunch.com/2020/02/12/taking-a-page-from-simcity-urbanfootprint-pitches-new-tools-for-developers-and-urban-planners/>
- Silverman, D. 1997. Qualitative research: Theory, method and practice. London: Sage.
- Smith, J.L. 2022. Continuing processes of uneven development in post-apartheid South Africa, *African Geographical Review*, 41:2, 168-188, DOI: 10.1080/19376812.2020.1860098.
- Socio-Economic Rights Institute of South Africa. 2011. A Resource Guide to Housing in South Africa 1994-2010: Legislation, Policy, Programmes and Practice. Socio-Economic Rights Institute of South Africa (SERI).
- Socio-Economic Rights Institute of South Africa. 2016. Evictions and Alternative Accommodation in South Africa 2000-2016: An analysis of the jurisprudence and implications for local government
- South African Government. 1996. Constitution of the Republic of South Africa, Act 109 of 1996.
- South African Government. 1998. Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, 1998 (PIE).
- Southern African Legal Information Institute. 2005. Port Elizabeth Municipality v various occupiers (CCT 53/03) [2004] ZACC. [Online] Available at: <https://www.saflii.org/za/cases/ZACC/2004/7.html>.
- Supreme Court. 2023. City of Cape Town v Commando and Others (1303/2021) 2023] ZASCA 7 (6 February 2023).
- Statssa.gov.za. 2011. [Online] Available at: https://www.statssa.gov.za/?page_id=1021&id=city-of-cape-town-municipality.
- Strauss, M., and Liebenberg, S. 2014. Contested spaces: Housing rights and evictions law in post-apartheid South Africa. *Planning Theory*, 13(4).
- Taherdoost, H. 2016. 'Sampling Methods in Research Methodology; How to Choose a Sampling Technique for Research', *International Journal of Academic Research in Management (IJARM)*, 5(2).
- Turok, I. 2021. Urbanisation, agglomeration and economic development in South Africa, Oqubay, A., Tregenna, F. and Valodia, I. (eds) *The Oxford Handbook of the South African Economy*, OUP.
- UN-Habitat. 2002. The Global Campaign on Urban Governance: United Nations Human Settlements programme: Nairobi: UN Habitat.
- UN-Habitat. 2018. Human Rights in Cities: Alternative solutions to forced evictions and slum demolitions - case studies from africa, asia, central and south america.
- United Nations. Undated. How to Deal with Projects that Involve Forced Evictions and Displacement.
- United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and United Nations Human Settlements Programme (UN-HABITAT). 2008. Quick guides for policy makers: Housing the poor in African cities (guide 6: Community-based organisations), Cities

Alliance. [Online] Available at:

https://www.citiesalliance.org/sites/default/files/CA_Images/QGAP_6_CommunityOrgs_En.pdf

Versey, H. S., Murad, S., Willems, P. and Sanni, M. 2019. Beyond housing: Perceptions of indirect displacement, displacement risk, and aging precarity as challenges to aging in place in gentrifying cities. *International Journal of Environmental Research and Public Health*, 16(23).

Walters, A. 2013. A Balancing Act Between Owners and Occupants: Is PIE unconstitutional? *De Rebus*.

Watt, P. 2018. "This Pain of Moving, Moving, Moving:" Evictions, Displacements and Logics of Expulsion in London. *L'Année sociologique*, 68(1).

Wayland, D. 2019. GroundUp News. [Online] Available at:

<https://www.groundup.org.za/article/proper-shelter-can-change-personcompletely/>.

Yin, R.K. 1984. *Case Study Research: Design and Methods*. Beverly Hills, Calif: Sage Publications.

Yin, R. K. 2004. Case Study Methods. In: G. Camilli, ed. *Complementary Methods for Research in Education*. Washington DC: COSMOS Corporation, pp. 1-26.

Yin, R. K. 2009. Case study research: Design and Methods. In: L. Bickman and D. J. Rog, eds. *Applied Social Research Methods Series*. 4th ed. London: SAGE, pp. 1-57.