The Socio-economic Impact of Urban Renewal Projects in South Africa Townships

By

Albert Kagande
Student No. 214127265

A treatise submitted in partial fulfilment of the requirements for the Masters Degree in Development Studies

In the

Faculty of Business and Economic Sciences
Department of Development Studies
Nelson Mandela Metropolitan University

Supervisor: Aisling de Klerk

2017
DECLARATION

DECLARATION BY CANDIDATE

NAME: Albert Tafadzwa Kagande

STUDENT NUMBER: 214127265

QUALIFICATION: MA Development Studies

TITLE OF PROJECT: The Socio-economic Impact of Urban Renewal Projects in South Africa Townships

DECLARATION:

In accordance with Rule G5.6.3, I hereby declare that the above-mentioned treatise/dissertation/thesis is my own work and that it has not previously been submitted for assessment to another University or for another qualification.

SIGNATURE: [Signature]

DATE: 21 December 2016
PERMISSSION TO SUBMIT

PERMISSION TO SUBMIT FINAL COPIES
OF TREATISE/DISSERTATION/ThESIS TO THE EXAMINATION OFFICE

Please type or complete in black ink

FACULTY: BUSINESS & ECONOMIC SCIENCES

SCHOOL/DEPARTMENT: DEVELOPMENT STUDIES

I, (surname and initials of supervisor) De Klerk, A

and (surname and initials of co-supervisor) 

the supervisor and co-supervisor respectively for (surname and initials of

candidate) Kaganoe, A

(student number) 214127265 a candidate for the (full description of qualification)

Masters Degree in Development Studies


The Socio-Economic Impact of Urban Renewal Prospects in South Africa Townships

It is hereby certified that the proposed amendments to the treatise/dissertation/thesis have been
effected and that permission is granted to the candidate to submit the final bound copies of
his/her treatise/dissertation/thesis to the examination office.

And 

SUPERVISOR

CO-SUPERVISOR

27/03/2017

DATE

DATE
ACKNOWLEDGEMENTS

I wish to express my sincere gratitude to my supervisor Ms. Aisling de Klerk who guided me throughout this process, pushed me and challenged me to complete this task. I am grateful.

The Mandela Bay Development Agency (MBDA) opened their doors to me and allowed me to evaluate the urban renewal project they implemented in Helenvale. For that I am grateful and thank the different staff members who participated in this study.

Ward Counsellor of Helenvale (Ward 13) was instrumental in coordinating and mobilising the community members to participate in this study. Thank you for all the support.

To the community members who made time off their busy schedule to voluntarily respond to the research question and provide their insight into the Helenvale Urban Renewal Project, I am forever indebted. Your input provided the information that largely shaped this study.

To my parents and siblings, your support and belief in me is unprecedented. Thank you for everything and I surely hope I have made you proud.

To God be the Glory
ABSTRACT

Urban areas have become strategic locations where many throng to for a better life. However, wealth and economic opportunities are not evenly distributed in these urban spaces. South Africa is a fairly young democracy whose urban landscape has been largely shaped by the colonial apartheid system. The apartheid system segregated and relegated the black majority to the fringes of the cities into crowded communities characterised by poor living conditions, exclusion from the mainstream economy and limited urban amenities. Townships epitomise the harsh reality of the urban poor and how underdevelopment has been perpetuated.

South Africa came up with different policies to redress the historical imbalances and inform urban development strategies. Urban renewal has been implemented as a development strategy in various cities across the world in an attempt to revive and improve the social, economic and environmental state of derelict urban spaces. Townships in South Africa have been the target areas for urban renewal with 8 presidential nodes having been initially identified for such in 2001. Eventually, Helenvale was added to the mix as a prime node in 2006 and the Helenvale Urban Renewal Project (HURP) was birthed - Helenvale and HURP being the identified site and project for this research respectively.

An evaluative approach was adopted in assessing the socio-economic impact of urban renewal in South Africa townships and more specifically the socio-economic impact of HURP. Helenvale, like most townships in South Africa, is characterised by a high density settlement pattern, poverty, high unemployment, high rate of violence and crime, drug trade and substance abuse as well as a high rate of school dropouts. The Helenvale Urban Renewal Project (HURP) was implemented by the Nelson Mandela Bay Municipality (NMBM) and eventually the Mandela Bay Development Agency (MBDA) with the intention to rejuvenate the community on the social, economic and environmental front.

The study findings showed that Helenvale, like all urban renewal nodes in South Africa had a number of socio-economic issues which prompted HURP. These include high unemployment (was 53.5% in 2013); alarming levels of violence and crime; drug trade and substance abuse and high rate of school dropout. Between 2007 and 2014, different
projects were implemented under HURP, focusing mainly on physical development and community building. Study respondents had mixed reactions and perceptions of the impact of HURP. On one hand, the project saw the community benefit from the constructed public facilities like recreational parks and resource centre as well as capacity development and created employment opportunities. On the other hand, unemployment has persisted with only a small proportion of the population benefiting from the created jobs; crime remains unabated; drug trade has persisted leaving parents fearing for their young and gang violence has rendered the provided safe public physical features ineffective and the housing challenge has also not been resolved. By and large urban renewal and in this particular study, HURP has made great strides in improving the social and economic standing of the township community despite the challenges that are still lurking.

A number of recommendations were proposed for similar studies and for urban renewal initiatives in South Africa. For the latter the study recommended having a robust policy that speaks to urban renewal directly and informs such. Other propositions include allowing the community to own and be stewards of urban renewal initiatives; allocating enough resources, both human and financial; and tailoring the project to respond to the needs of a particular community and not a one size fits all approach. In terms of similar studies the study recommends using a mixed methods approach to evaluate the impact of such ventures as well as evaluating more than one urban renewal initiatives for comparison and to allow for the generalizability of the findings.
# Table of Contents

DECLARATION...........................................................................................................I  
PERMISSSION TO SUBMIT.........................................................................................II 
ACKNOWLEGEMENTS .............................................................................................III  
ABSTRACT ................................................................................................................IV  
LIST OF TABLES ....................................................................................................XIII  
LIST OF FIGURES ..................................................................................................XIII  
DEFINITION OF KEY TERMS ................................................................................XIV  

## CHAPTER ONE  
URBAN RENEWAL AND TOWNSHIP DEVELOPMENT: AN INRODUCTORY OVERVIEW  

1. Introduction...........................................................................................................1  
1.1 Background to the Research Problem ...............................................................1  
1.2 Research Questions .........................................................................................4  
1.2.1 Main Research Question ..............................................................................4  
1.2.2 Sub-questions ................................................................................................4  
1.3 Problem Statement ...........................................................................................4  
1.4 Research Aim and Objectives .........................................................................5  
1.4.1 Research Aim ...............................................................................................5  
1.4.2 Research Objectives ....................................................................................5  
1.5 Significance of the Research ..........................................................................5  
1.6 Scope of the Research .....................................................................................5  
1.7 Assumptions ....................................................................................................6  
1.8 Research Outline .............................................................................................6
CHAPTER TWO

A: URBAN RENEWAL FOR SOCIAL AND ECONOMIC DEVELOPMENT - A LITERATURE REVIEW

2. Introduction

2.1 Urbanisation

2.1.1 The Urban Divide

2.2 Townships – The Periphery of Development

2.2.1 Issues within Townships in South Africa

2.2.1.1 Socio-economic Challenges

2.2.1.2 Helenvale and Issues within the Township

2.3 Sustainable Human Settlements

2.4 Urban Renewal

2.4.1 Urban Renewal in South Africa

2.4.2 Case Synopsis of Some Urban Renewal Programmes in South Africa

B: URBAN DEVELOPMENT IN SOUTH AFRICA AND THE CONTEMPORARY POLICY CONTEXT

2.5 Introduction

2.6 Building Houses: 1994 – 2003

2.6.1 The Reconstruction Development Plan - RDP (1994)
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3. Research Design ........................................................................................................32

3.1 Research Method: Evaluation Study........................................................................32

3.1.1 Formative Evaluation .........................................................................................33

3.1.2 Process Evaluation ..............................................................................................33

3.1.3 Summative Evaluation ........................................................................................33

3.2 Impact Evaluation .....................................................................................................35

3.2.1 Impact Causal Attribution ..................................................................................36

3.3 Urban Renewal Theoretical Framework ................................................................37

3.3.1 Theories Underpinning Urban Renewal ...............................................................38

3.3.1.1 Cycles of Disadvantage ...............................................................................39

3.3.1.2 Physical Determinism ..................................................................................39

3.3.1.3 Social Inclusion/Exclusion ..........................................................................39
3.3.1.4 Concentration of the Urban Poor .............................................................. 40
3.3.1.5 Social Capital ............................................................................................... 40
3.3.2 Sites for Urban Renewal .................................................................................. 40
3.3.2.1 Brown Field ................................................................................................. 41
3.3.2.2 Grey Field ................................................................................................... 41
3.3.2.3 Green Field ................................................................................................. 41
3.3.3. Urban Renewal Strategies .............................................................................. 41
3.3.3.1 Social Mix ................................................................................................... 41
3.3.3.2 Community Building .................................................................................. 42
3.3.3.3 Physical Development ................................................................................ 42
3.3.4 Expected Urban Renewal Impact ................................................................... 43
3.3.4.1 Lower Crime Rate ...................................................................................... 43
3.3.4.2 Reduced Social Stigma .............................................................................. 43
3.3.4.3 Social Justice ............................................................................................... 43
3.3.4.4 Increased Employment .............................................................................. 44
3.4 Impact Evaluation Techniques .......................................................................... 44
3.4.1 Qualitative Techniques .................................................................................. 44
3.4.1.1 Literature Review ...................................................................................... 44
3.4.1.2 Policy Review ............................................................................................ 45
3.4.1.3 Interviews .................................................................................................. 45
3.4.1.3.1 Semi-structured Interviews .................................................................... 45
3.4.1.3.2 Key Informant Interviews ..................................................46
3.4.1.4 Document Analysis ..............................................................46
3.4.1.5 Observations .......................................................................46
3.5 Study Population .......................................................................47
3.6 Sample Size ...............................................................................47
3.6.1 Sampling Technique: Purposive Sampling ...............................48
3.6.2 Representative Sample ............................................................49
3.6.2.1 Implementing Agents ............................................................49
3.6.2.2 Community Members ...........................................................49
3.7 Data Analysis and Presentation of Findings ................................50
3.8 Assumptions ..............................................................................51
3.9 Ethical Considerations ...............................................................51
3.9.1 Respect for Persons .................................................................51
3.9.2 Informed Consent ..................................................................52
3.9.3 Confidentiality .......................................................................52
3.10 Chapter Summary .....................................................................52

CHAPTER 4
RESEARCH FINDINGS AND ANALYSIS

4. Introduction .................................................................................53
4.1 Primary Data Sources: Interviews .............................................53
4.2 Secondary Data Sources: Literature ..........................................54
4.3 Research Findings and Analysis .................................................54
4.3.1 Demographic Characteristics of Respondents........................................55
4.3.2 The socio-economic Issues in Helenvale.............................................56
  4.3.2.1 Poverty .........................................................................................56
  4.3.2.2 High Unemployment .....................................................................57
  4.3.2.3 Violence and Crime .......................................................................58
  4.3.2.4 Drug Trade and Substance Abuse................................................60
  4.3.2.5 High Rate of School Dropout .......................................................61
4.3.3 Possibility of Relocating Amidst Challenges ........................................62
4.3.4 Development Agents in Helenvale.......................................................63
4.3.5 Development Initiatives Introduced Through HURP ..........................65
  4.3.5.1 Physical Developments ................................................................65
    4.3.5.1.1 Precinct Upgrades .................................................................66
    4.3.5.1.2 Helenvale Resource Centre......................................................69
  4.3.5.2 Community Development.............................................................70
    4.3.5.2.1 Capacity Development ............................................................70
    4.3.5.2.2 Social Engagement .................................................................71
    4.3.5.2.3 Auxiliary Projects .................................................................71
4.4 Socio-economic Impact of HURP Initiatives in Helenvale .......................76
  4.4.1 High Crime Rate .............................................................................76
    4.4.1.1. Illicit Drug Trade and Substance Abuse ....................................78
    4.4.1.2 Alarming Levels of Gangsterism ..............................................79
4.4.2 Social Stigma........................................................................................................79
4.4.3 Social Justice.........................................................................................................80
4.4.3.1 Improved Safety and Social Amenities ..........................................................81
4.4.4 Skills Development and Employment ..................................................................82
4.5 Urban Renewal Initiatives: Characteristics and Strategies to Ensure Sustainability ........................................................................................................83
4.5.1 Characteristics of Sustainable Urban Renewal Initiatives ..............................84
4.5.1.2 Strategies to Sustain the Positive Impacts of Urban Renewal Initiatives ......85
4.6 Policy on Urban Renewal in South Africa .............................................................86
4.6.1 Policy and Strategic Framework .........................................................................86
4.7 Chapter Summary.....................................................................................................89

CHAPTER 5
STUDY LIMITATIONS, RECOMMENDATIONS AND CONCLUSION

5. Introduction..................................................................................................................90
5.1 Limitations ................................................................................................................90
5.2 Recommendations for Urban Renewal Initiatives in South Africa .......................91
5.3 Recommendations for Similar Studies .....................................................................93
5.4 Conclusion .................................................................................................................94

References ....................................................................................................................95

APPENDICES

Appendix A: Thematic Data Analysis .........................................................................100
Appendix B: Key informant Interview Guide ..............................................................103
Appendix C: Semi-structured In-depth Interview Guide .............................................106
Appendix D: Ethical Clearance ..................................................................................109
Appendix E: Letter from Editor ..............................................................................111
Appendix F: Turnitin Report ....................................................................................112

LIST OF TABLES

Table 3.1: Evaluation through the life cycle of a project .........................................34
Table 3.2: Criteria for Determining Representative Sample ......................................48
Table 4.1: Demographic Profile of Community Respondents .................................55
Table 4.2: Results Chain for HURP “Projects” - 2007 and 2014 ...............................73

LIST OF FIGURES

Fig 3.1 Urban Renewal Theoretical Framework .....................................................38
Fig 3.2: Map of Helenvale’s Residential Zones .....................................................47
Fig 4.1: Theories Influencing Contemporary Urban Renewal Trends ...................56
Fig 4.2: Urban Renewal Implementation Strategies ..............................................65
Fig 4.3: Physical Developments under HURP .....................................................66
Fig 4.4 Street Revamp .........................................................................................67
Fig 4.5 Street Revamp: Upgrade of Fitchard Street .............................................68
Fig 4.6 Recreational Parks ...................................................................................69
Fig 4.7: Helenvale Resource Centre .....................................................................70
Fig 4.8 Expected Impact of Urban Renewal ..........................................................76
Fig 4.9: Crime Statistics for Helenvale: Murder ....................................................77
Fig 4.10: New Resource Centre Surrounded by Old Dilapidated Houses .............82
DEFINITION OF KEY TERMS

Apartheid: An Afrikaans word which means “apartness”. It was an ideology that served as a basis for a socio-political system of white domination and racial segregation against blacks in South Africa from 1948 to 1994. Apartheid’s legacy to democratic South Africa includes poverty and inequality (Tulelo, 2014).

Black people: As defined in the Employment Equity Act of South Africa (1998), black people or blacks refers to African/ Indian/ Coloured people. The Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003 also defines black people as African, coloured or Indian persons who are natural persons and are citizens of the republic by birth or descent.

Coloured: Persons of mixed race or mixed ethnic origins. In South Africa the term coloured is acceptable although it is termed derogatory in other countries like USA where mixed race or people of colour is used instead. Afrikaans is the common language amongst the coloured community. Coloureds were also subjected to the Group Areas Act and settled in their own communities. (Encounter South Africa, 2013)

Millennium Development Goals (MDGs): A set of 8 goals with measurable targets to halve global poverty by 2015, which were agreed on in 2000 by 189 members of the United Nations at the UN Millennium Summit in 2000 (United Nations, 2006).

Service Delivery Protests: A protest spurred by inadequate or tardy local service delivery which is the responsibility of the local municipality (Thwala, 2010; Municipal IQ, 2009)

Sustainable Development Goals: A set of 17 goals with 169 targets between them and meant to be realised by 2030 that build on the successes of the MDGs while including new areas like climate change and innovation (United Nations, 2016).

Township: An area set apart and developed for the settling of a group of people near a town or city. Township legally refers to both residential and industrial sites. In this research, townships will therefore refer to any of the areas outlined below:

i) Sites originally created as separate areas for black people, generally located on the periphery of towns and cities
ii) Low-income housing areas, which are generally not fully functional
eighbourhoods
iii) Informal settlements (Pernegger and Godehart, 2007).

**Northern areas:** This refers to communities geographically located on the northern side of the city of Port Elizabeth. The Northern Areas are a dynamic, diverse and challenging community that has rich heritage, culture, language, traditions and racial composition. The area is composed of more than 300,000 residents across forty neighbourhoods and eleven ward councils. Today, the Northern areas is regarded by some, as a “no-go area”, with others referring to it as the “crime capital of Port Elizabeth”. Residents are affected by gangsterism, high unemployment, pervasive substance abuse, unacceptably high levels of violent crime, and demise of family values, amongst other socio-economic issues (The Northern Areas People’s Development Initiative – NAPDI, n.d.).

**Urban renewal:** Also known as urban regeneration or urban revival. This concept has to do with response(s) to tackle growing social, economic and/or environmental problems experienced among communities as a result of discriminatory policies and practices thereby creating conditions under which people in both new and established residential communities can enjoy healthy, productive and well-integrated urban lives (Walker et al, 2003). In addition to the Helenvale Urban Renewal Project, other urban renewal projects discussed in this study include the Motherwell Urban Renewal Project, the Alexandra Urban Renewal Project and the Khayelitsha Urban Renewal Project.
CHAPTER ONE
URBAN RENEWAL AND TOWNSHIP DEVELOPMENT: AN INTRODUCTORY OVERVIEW

1. Introduction

Two decades after the dismantling of the Apartheid political regime, in 2016 South Africa is still viewed as an emerging economy. According to a 2014 World Bank estimate, up to 64% of South Africa’s population live in urban areas. These statistics are consistent with global trends which locate more than half of the world population in urban areas (UN, 2016). Like other emerging economies such as Brazil, Russia, India and China, South Africa is also faced with a plethora of socio-economic challenges with the provision of housing and related services remaining a key obstacle to socio-economic development (Hansen and Wethal, 2014). The state of human settlement and urban planning is a complex and multi-faceted issue in modern South Africa. Both are a result of institutionalised racial segregation and the reluctant socio-economic inequalities that continue to manifest in basic service delivery. Historical disparity, has created spatial divisions locating the rich in affluent communities with large open land, while the poor are relegated to marginalised areas with sparse land that is overcrowded and offers little room for growth and improvement (Bond, 2000).

Helenvale, a township located in Port Elizabeth, Eastern Cape will be used as the point of reference and case for this study. Helenvale has been purposively selected because it is easily accessible by the researcher and presents a unique set of circumstances and socio-economic challenges as well as interventions that are relevant to the research question. This chapter will provide a background to the study together with a synopsis of the study in the form of the research questions, as well as the problem statement, whilst the scope of the study is specified and the key assumptions outlined.

1.1 Background to the Research Problem

It goes without saying, that ‘where we live matters’ as the spatial, physical and social environmental factors play a crucial role in the sustainable development of individuals and communities at large (Community Development Halton, 2013). Of the 7 billion people in the world, The United Nations (UN) (2016), notes that more than 50% of them live in urban areas which are thought to offer better opportunities when compared to
rural living conditions. By 2050, two thirds of the world population are expected to live in cities (UN, 2016). At the same time, cities located in developing countries, are already failing to meet the needs of their current inhabitants. The existing challenges are likely to persist and even worsen, as urban populations increase. One challenge facing modern cities is poverty. In 2010 alone, 61.7% of the urban population in sub-Saharan Africa lived in slums (UN-HABITAT, 2011). This proportion of urban population living in slums was the highest amongst all the developing regions in the world.

Millennium Development Goal (MDG) 1 and Sustainable Development Goal (SDG) 1 speak of the eradication of poverty in all its forms, while SDG 11 speaks of the creation of sustainable cities and communities through the facilitation of inclusivity, safety, resilience and sustainability (UN, 2016). Poverty remains a major challenge on the African continent. The settlement patterns in the region continue to reflect the yawning gap between the rich and the poor, where the latter often find themselves living in morose conditions. Historical political systems that were founded on racial segregation and socio-economic exclusion have created urban divides based on race and economic status. This set of circumstances have contributed to the mushrooming of townships that are characterised by overpopulation, poverty, poor service delivery, crime, violence and other socio-economic vices (Bond, 2000).

Against this background, there has developed an intricate relationship between poverty and settlement patterns in South Africa. Various efforts have been made to address this disparity through legislation and related development initiatives. Since 1994, South Africa has according to South African Cities Network (2014), developed many strategic and legislative policies to redress the unequal land and settlement patterns created by the apartheid regime. Key policies include the Reconstruction Development Plan (1994), the 2004 Comprehensive Plan for Sustainable Human Settlements (Breaking New Ground), National Urban Renewal Framework of 2003, National Urban Renewal Framework of 2003 and the National Development Plan of 2014 (South African Cities Network, 2014). These policies and their implementation have had limited success in facilitating access to housing and basic amenities in the urban areas to previously marginalised groups. Yet, the reality is that many South African townships are still burdened by a myriad of deep socio-economic and environmental challenges.
Rising populations mean that, just like in South Africa, cities around the world are struggling to accommodate their citizens and address the multi-dimensional challenges of urban development (SDSN Thematic Group on Sustainable Cities, 2013). Whilst the provision of housing and related basic services remains a priority, settlements have a responsibility beyond housing people. According to the Department of Human Settlements (2014), a settlement must produce a community and be ‘sustainable’— it must be able to ensure that residents can live in safe, healthy and dignified conditions, with relatively easy access to urban amenities and opportunities to realise their future aspirations.

With the intention of creating sustainable human settlements, the South African Government has implemented a number of Urban renewal projects across the country. Sustainable settlements are settlements that ease economic growth and social development without deteriorating natural systems, resulting in wealth creation, poverty alleviation and equity (South African Cities Network, 2014). Existing policies that were put in place post 1994 have enabled such initiatives. The Helenvale Urban Renewal Project (HURP) that was implemented in Helenvale, Port Elizabeth, is an example of efforts that have been made by the state and state actors to address the historical socio-economic challenges that plague many townships.

Helenvale is considered to be one of the poorest communities within the Nelson Mandela Bay Municipality (NMBM), with high levels of unemployment of around 46.5% (MBDA, 2014). Education levels are also very low amongst the residents of Helenvale. Furthermore, sources of income are limited or non-existent. In Helenvale, Coloureds, as they are known in South Africa or persons of mixed race make up the majority (98%) of the resident population. Drug and substance abuse, prostitution, organised crime and gangsterism characterise this community. Established in the 1950s to house approximately a population of 6 000, Helenvale is currently believed to have around 25 000 inhabitants (MBDA, 2014). Efforts have been made to make areas like Helenvale sustainable communities through urban renewal initiatives like the Helenvale Urban Renewal Project (HURP). Helenvale is one of the nine urban renewal nodes in South Africa where urban renewal has been implemented.

Urban renewal seeks to ensure that urban areas do not only have sites that offer well situated settlements, accommodation and housing, but exist as centres that promote
economic growth, combat crime, promote social cohesion and improve the quality of life of the poor in the midst of entrenched colonial ghettoise systems and rapid population growth (Department of Human Settlements, 2014). The HURP has thus been crafted with this in mind and was implemented specifically for physical and infrastructural development with skills development and job creation opportunities for the community as expected outcomes (MBDA, 2014).

1.2 Research Questions
The research is guided by a main question and a set of sub-questions as outlined below.

1.2.1 Main Research Question
The main research question that will guide this study is the following:

- Has the Helenvale Urban Renewal Project (HURP) implemented between 2007 and 2014 resulted in the socio-economic development of Helenvale community in the Eastern Cape Province of South Africa?

1.2.2 Sub-questions
The following sub-questions will help in answering the main research question:

i) What are the socio-economic issues affecting Helenvale?
ii) What development initiatives were implemented by the Helenvale Urban Renewal Project?
iii) What has been the socio-economic impact of these development initiatives in Helenvale?
iv) What are the characteristics of sustainable urban renewal initiatives?
v) How can urban renewal initiatives be sustained in townships like Helenvale?
vi) What do the policies on urban renewal in South Africa address?

1.3 Problem Statement
Whilst rapid urbanisation has resulted in an influx of people into the cities, slow housing provision and service delivery has magnified the challenges faced by the urban poor. Townships which embody an apartheid hallmark of black marginalisation have perpetuated poverty and impoverishment amongst the populace of these communities. Government is inundated with housing delivery back logs, ever rising unemployment,
crime, and inadequate and/or poor service delivery. As such townships become a hub of poverty and breeding ground for other socio-economic vices, initiatives like urban renewal projects are intended to ease the burden, facilitate social cohesion and economic growth, as well as help in creating sustainable settlements.

1.4 Research Aim and Objectives
The study is guided by a research aim and related objectives as spelt out below:

1.4.1 Research Aim
The main aim of this study is:

- To evaluate the socio-economic impact of the HURP

1.4.2 Research Objectives
The objectives guiding this study are:

i) To assess the socio-economic challenges in Helenvale;
ii) To determine the specific HURP development initiatives implemented in the community;
iii) To assess the socio-economic impact of HURP in Helenvale;
iv) To identify the characteristics of a sustainable urban renewal initiative;
v) To review strategies that can be adopted for urban renewal initiatives implemented in other South Africa’s townships; and
vi) To review policies on and related to urban renewal in South Africa.

1.5 Significance of the Research
This study has the potential to add to the existing body of knowledge related to urban renewal projects and their success as perceived by their targeted community. The study will thus provide insights to MBDA, the implementing agent of the HURP regarding the successes, shortfalls, limitations and lessons learnt. This research project will also aim to shed light on policy gaps and offer recommendations for policy makers and urban renewal agents.

1.6 Scope of the Research
This study is focused on Helenvale Township which is a 129-hectare residential area, situated about 15 km north of the centre of Port Elizabeth (MBDA, 2014). About 98% of
the study area population is coloured as the township was established after forced removals and settling the communities according to race was a way of segregating the natives (Thwala, 2010). HURP was initially rolled out under the Nelson Mandela Bay Municipality (NMBM) before being subsequently handed over to the MBDA which is a semi-autonomous development agent under the municipality. The study thus engaged the following persons of interest:

- Households/individuals from Helenvale that have directly and indirectly benefited from HURP
- MBDA as the implementing agent

1.7 Assumptions

The following assumptions have been made about this study:

- MBDA, the implementing agent of the HURP will cooperate, provide support and information for this study;
- The MBDA will consent to having their name and anything relevant to the study accessed and used by the researcher;
- The local leadership and relevant authorities in Helenvale will cooperate for this study;
- Helenvale community will be accessible and residents will voluntarily participate in the study;
- English will be the medium of communication used with all concerned parties;
- Study participants will be truthful and honest in their responses; and
- Ethical principles, particularly those of confidentiality and anonymity will be observed and maintained throughout the study

1.8 Research Outline

The study is organised into 5 chapters whose content is briefly outlined below.

Chapter 1 – Urban Renewal and Township Development: An Introductory Overview

Chapter One has introduced the study and provided a road map for the entire study. The chapter has spelt out the statement of the problem, the research questions and the
research objectives. The key concepts to this study, namely urban renewal and socio-economic development have also been outlined for further elucidation in the following chapters.

Chapter 2 – Literature Review and Policy Analysis
This chapter is divided into two broad sections as explained below.

A: Urban Renewal for Social and Economic Development – A Literature Review
The first section looks at similar research documents both globally and locally and other publications related to issues of urban renewal and socio-economic development within human settlements. A review of the literature on sustainable human settlements and urban renewal projects is conducted, thus providing a global and local perspective.

B: Urban Development in South Africa and the Contemporary Policy Context
The second section undertakes a Contemporary Policy Review. Focus is placed on policies and practices that have shaped the spatial urban landscape in democratic South Africa. After independence in 1994 South Africa developed strategies and policy papers aimed at improving living conditions and creating equality amongst the population. The Reconstruction and Development Plan, Breaking New Ground and National Development Plan are some of the blueprints reviewed in this section.

Chapter 3 – Research Design and Methodology
Chapter 3 delves into the research design and methodology justifying the selection of the particular research methods, study sample, data collection instruments, data analysis methods and how the data will be presented and analysed in Chapter 4.

Chapter 4 – Findings and Analysis
This is the penultimate chapter which presents the findings of the study and provides an analysis and discussion of such, justifying the data as evidence and validating the evidence as learning.

Chapter 5 – Recommendations and Conclusion
This chapter provides recommendations for future research and also recommendations to the HURP implementing stakeholders. The chapter will give a conclusion on the study with the main aim of the research meeting up the objectives at the tail end.
1.9 Chapter Summary

This chapter has introduced the study which seeks to evaluate the socio-economic impact of urban renewal projects in South Africa townships focusing on the HURP in Port Elizabeth. The research questions and objectives have been outlined and the problem to be investigated has been put into perspective. The study limitations and assumptions have also been indicated and a foundation has been laid for the study.
CHAPTER TWO
A: URBAN RENEWAL FOR SOCIAL AND ECONOMIC DEVELOPMENT - A LITERATURE REVIEW

2. Introduction

This literature chapter is divided into two parts. The first part will explore the concept of urbanisation looking at townships and their challenges. There will also be an exploration of the concept of urban renewal and its relevance in improving the social and economic wellness of urban residents in marginalised communities like South African townships. The second part will explore the policy landscape in South Africa since 1994 in relation to urban renewal and human settlements and how this has influenced the current strategies to revive derelict urban spaces.

2.1 Urbanisation

From the Stone Age, to the rural agricultural period, followed by urban commercial hubs, communities have evolved throughout the centuries into modern society. Human settlements have largely been shaped by the socio-economic activities in which societies are engaged, from being mainly rural and agriculturally oriented to being urban and industrial or commercial based (Mondal, 2015). Cities have existed since the early years of human civilisation, yet, they were generally small in both size and population and were sustained by the productive and larger rural population (Davis, 1955). The industrial revolution is considered to be the major catalyst of urbanisation as we know it today (Mondal, 2015). People moved closer to industrial areas for employment and close access to other related socio-economic benefits. As a result of the industrialisation process that began in Europe and North America, societies became more urbanised and more and more people moved from rural to urban areas (Mondal, 2015).

Urbanisation has proven to be inevitable. Whilst only 3 out 10 people lived in urban areas in the 20th century, more than 50% of the world population is expected to be residing in urban centres by 2050 (UN Habitat, 2010). South Africa’s population is considered to be growing larger and younger and currently has more than 50% of its population already living in urban areas (Stats SA, 2013).
In as much as urbanisation is associated with positive changes, such change, if not well managed, can be accompanied by a myriad of challenges. For example, challenges can emerge in the employment sector when activities shift from being agro-based to secondary production and tertiary services; in values in social values and governance strategies; in the pattern and main activities of communities; in the spatial scale and density of cities; in the composition of social, cultural and ethnic groups; and in the way human rights are exercised (UN Habitat, 2010). The South African Institute of Race Relations (2013), notes that urbanisation can easily result in increased crime, moral decay and social tensions, environmental degradation, increased health risks and the compromise of service delivery, particularly in developing countries.

According to the United Nations Economic Commission for Africa (2014), Africa is the least urbanized continent in the world, yet it is currently going through astronomical rates of urbanization and witnessing very high urban growth. This high growth rate highlights the significance of urban spaces on the continent, particularly regarding their governance and management. Until the early 1990s, South Africa experienced a unique process of urbanisation which had major colonial government influence. With a focus on race, different discriminatory measures were instigated that controlled land ownership, settlement patterns, employment sectors as well as the education system (Turok, 2012). This meant the black majority could not own land, were settled in the fringes of cities, only worked in blue collar jobs and experienced bottlenecks in the education system, stifling their prospects of succeeding in life. This has shaped the urban landscape in South Africa and created the spatial divisions that have favoured those, mainly white, in the core at the expense of the periphery who are mainly black and coloured.

### 2.1.1 The Urban Divide

Urban areas are, by and large, made up of human settlements—affluent suburbs, townships and/or slum dwellings. Urban planning across the globe and in developing countries in particular, has been skewed, because it has traditionally reflected the interests of the powerful and the middle-class (Mondal, 2015). For example, in India, Mumbai’s population has increased three times since 1964, but the squatters have grown fifteen-fold in the same period (Mondal, 2015). This suggests that some developing countries, as noted by the example of India given here, are struggling to
cope with the numbers in urban areas, not only in terms of providing houses but also basic socio-economic services and infrastructure.

In the African context, historical machinations of segregation and marginalisation placed the natives in poorly planned and poorly located settlements predominantly known as high-density suburbs. Those in power and with money occupied the leafy suburbs characterised by sparse residential properties and access to basic services (United Nations Economic Commission for Africa, 2014). High-density residential areas have many more people per square kilometre in comparison with the low-density residential areas. The high-density areas are also where one would normally find informal dwellings. South African townships are an example of a high-density settlement and according to the United Nations Economic Commission for Africa (2014), such areas are characterised by overcrowding, poor infrastructure, shortage in accommodation or houses, insecure tenure and limited access to water and sanitation.

Many African countries according to the United Nations Economic Commission for Africa (2014), were colonised for over a century by western nations with the scramble for Africa beginning in the 1870s. Only in 1961 did the first African state – Ghana, gain its independence (United Nations Economic Commission for Africa, 2014). During this colonial period, only those who were employed were allowed to stay close to the means of production, namely mines and industrial zones in the now urban areas. The black African workers were housed in dormitory towns which constituted of hostels that were overcrowded and had very little in the way of basic amenities and services (Thwala, 2010). The advent of independence triggered an inflow of the rural population into the urban areas in search of “greener pastures”, exacerbating already existing challenges—the affluent low-density residential suburbs remained inaccessible due to cost or discriminatory regulations (United Nations Economic Commission for Africa, 2014).

According to Thwala (2010), the Apartheid system in South Africa thwarted the black natives’ capacity to thrive and prosper by relegating them to the fringes of cities. Townships became living areas only for the blacks; they became communities and settlements that were meant to isolate, segregate and deprive the black people. This institutionalised segregation, as noted by Thwala (2010), cultivated poverty. It was a strategy that manifested and exhibited power dynamics where on one hand, there is exploitation and domination, yet on the other hand there is complete powerlessness.
(Thwala, 2010). In South Africa’s urban areas, settlement patterns together with land uses, transport networks and legal instruments on economic development have crafted cities where economic inequality has become synonymous with racial categorisation (Frescura, 2007). The average black person in South Africa, lives in townships which, according to Frescura (2007), are high-density residential areas with little prospects for personal socio-economic progress.

2.2 Townships – The Periphery of Development

Townships are a common and well-known feature in South Africa dating back to the 1900s (Thwala, 2010). However, there is need to emphasise early on that townships are not only unique to South Africa. They are in fact common settlement features throughout African urban areas. Their creation and continued existence was largely influenced by colonialism. The Department of Co-operative Governance and Traditional Affairs (CoGTA) (2009), defines townships in the South African context as “areas that were designated under Apartheid legislation for exclusive occupation by people classified as Africans, Coloureds and Indians.” Townships, also known as ‘locations’, are of historical significance and have had a direct bearing on people’s socio-economic status, their perceptions, and how they conduct themselves within these areas (Department of Co-operative Governance and Traditional Affairs, 2009). The oldest existing township in South Africa is New Brighton in Port Elizabeth, developed between 1901 and 1902, whilst Soweto (South-West Township) is the largest township with more than one million residents (Christopher, 1987; City of Johannesburg Metropolitan Municipality, 2012).

Whilst the South African natives, particularly the black population, were desirable in urban areas as a source of cheap labour, especially amidst rapid industrialisation and mining activities, the co-existence of whites and blacks proved to be challenging and unacceptable by the former (Bond, 2000). Real estate ownership by blacks was forbidden, and several legislations were passed to formalise township planning also known as location planning through statutes like the Natives [Urban Areas] Act of 1923 and the Slums Act of 1934 (Bond, 2000). Such statutes according to Bond (2000), legalised urban forced removals of blacks from the so-called ‘white areas’. All this only exacerbated the already existing challenges seemingly endemic to South Africa and
Africa in general which include divisions of class, race, gender, and rural-urban (Bond, 2000).

According to Bond (2000), racial discrimination was the main characteristic of townships, where black Africans (to include Coloureds and Indians) were instructed through the Land Act (1913) and the Group Areas Act (1950) to live in separate areas. Tribal segregation became evident when separate areas were created for different tribal groups, for example, a Zulu community and a Xhosa community (Bond, 2000). Such laws sowed hatred and division amongst local people and there has been only gradual integration of black people within the existing township communities and into formerly white areas. The challenges within townships have therefore persisted.

2.2.1 Issues within Townships in South Africa

Townships have by and large become enclaves of socio-economic problems such as crime, violence, poor public service delivery, health related issues like HIV and AIDS, school dropouts, high unemployment and abject poverty. All these issues have a bearing not only on the socio-economic well-being of individuals and communities but can adversely affect the economy of the nation. Even though urban areas are intended to drive the economy, many of the issues that are discussed below, can derail progress if left unattended.

2.2.1.1 Socio-economic Challenges

Huge population growth, coupled with overcrowding is a major challenge experienced in South African townships. For instance, according to the 2011 Census, the city of Johannesburg has a population of around 4.4 million people. Of this figure, around 1.2 million residents live in Soweto (StatsSA, 2016). Throughout South Africa, townships carry the bulk of the population in the urban areas. In Nelson Mandela Bay (Port Elizabeth), around 67% of the Metropolitans population lives in townships (The Department of Co-operative Governance and Traditional Affairs, 2009)

The large population within townships undoubtedly puts a strain on existing infrastructure and services like water, sewage and electricity. In many urban areas in South Africa, townships and informal settlements co-exist further compounding the challenges. Furthermore, Thwala (2010), notes that illegal water and electricity
connections are quite rampant within townships and informal settlements. Water shortages, sewage reticulation challenges and power cuts are amongst some of the reasons for service delivery protests (Thwala, 2010). For instance, South Africa currently losses R7.2 billion annually through unaccounted water whilst the Nelson Mandela Bay Metro (NMBM) alone lost more than 40% of its water in 2015 due to leaks (ERWAT, 2016). Unaccounted water or non-revenue water includes water losses due to leaks and illegal connections that are not billed for water used. Retrospectively, townships and informal settlements are the worst affected by these losses. Adversely, in the event of water shortage, townships are likely to be the first ones to get disconnected due to limited bargaining power. These service delivery challenges are further compounded by limited access to education and economic opportunities amongst the township residents who become dependent on the government for their wellbeing.

Low levels of formal and informal education amongst the youth of South Africa remains a challenge. According to Dieltiens and Mey-Gibert (2012), the government of South Africa has made efforts to improve access to education by the poor and marginalised through providing fee-free schools as well as implementing the National Schools Nutrition Programme. The beneficiaries of these initiatives are mainly in the townships where rates of school dropout are alarmingly high due to poverty (Dieltiens and Mey-Gibert, 2012). Limited education results in many people being unemployable thus further fuelling poverty and related challenges.

For the first quarter of 2016, unemployment in South Africa stood at almost 26.7% (StatsSA, 2016). Unemployment is rife in townships where opportunities are limited or non-existent (Thwala, 2010). Furthermore, according to Thwala (2010), a vicious cycle is created where, because of poverty, vices like crime, substance abuse and moral decay loom as young people find alternative coping strategies.

Before South Africa’s independence in 1994, townships, according to the Department of Co-operative Governance and Traditional Affairs (2009), existed and operated detached from the mainstream economy and society. In 2009, at the opening of the Pan African Shopping Centre in Alexandra Township, which was a project under the Alexandra Urban Renewal Project, President Jacob Zuma stressed the significance of townships and the challenges they face when he stated that:
Our townships need to have proper shopping facilities, proper roads, electricity, water and sanitation, quality schools and clinics, affordable public transport and all the basic services that are taken for granted in historically white areas. We will not rest until that happens (Department of Co-operative Governance and Traditional Affairs, 2009: 6).

Unfortunately, this is yet to be realised and the restlessness amongst the people who reside in these areas is evident, particularly through service delivery protests (Thwala, 2010). Having discussed the issues that are almost ubiquitous across townships in South Africa it is important to also zero-in into the issues and challenges within the study area.

2.2.1.2 Helenvale and Issues within the Township

Helenvale is not immune to the issues discussed above. Helenvale, according to the MBDA (2014), was established in the 1950s when the Municipality built township houses to accommodate the resettled communities after the forced removals. Three years after HURP had started in 2007, the following characteristics and issues in Helenvale were established through a pre-feasibility study for violence prevention through urban upgrading in Helenvale that was conducted by the MBDA.

In 2010, Helenvale had approximately 25,000 inhabitants and comprises four geographical areas, namely Gaat, Proper, Extension 12 and Barcelona. When the community was established in the 50s, it was meant to accommodate only around 3,000 people (MBDA, 2010). The population is predominantly young where 47.6% is under 20 and 72.3% is under 35. Furthermore, Helenvale is predominantly a coloured area (98% of population) with the dominant languages being Afrikaans and English.

According to the feasibility study, MBDA (2010), notes that education levels in the community were significantly low with only a third of the population having completed general education (grade 9 or better); two-thirds have not completed general education and 17.4% has no schooling at all. Helenvale only has 3 primary schools and one high school, which are arguably not enough to cater for the school going children in the area (MBDA, 2010).

Lack of maintenance and an exceeded carrying capacity in the area left existing infrastructure in a poor state. Roads were poorly marked, insufficient street lighting, missing traffic signs and worn out tarmac characterised the streets (MBDA, 2010).
Regarding electricity, MBDA (2010), reports that not all households in the community were connected and the power lines are haphazardly and dangerously criss-crossing above the streets and houses. Helenvale has some houses built over sewer and water pipes adversely affecting maintenance works in an area that already has severe overloading of the water supply network and leakages of the sewer due to overcrowding (MBDA, 2010). Whilst refuse is collected regularly, illegal dumping of waste still persists resulting in clogged storm water drains, a breeding ground for diseases and creating an eyesore.

With 75% of the residents stating that they have no income, Helenvale is considered to be the poorest area in Nelson Mandela Bay (MBDA, 2010). Furthermore MBDA (2010), states that Helenvale is also notoriously known for a high crime rate, violence and gangsterism. For the youth, gangs have become a source of income and employer as well as a trendy social status to be associated with. According to MBDA (2010), violence in Helenvale is exhibited through gangs and drugs, domestic violence and alcohol, school vandalism and violent conflicts among pupils.

Helenvale therefore portrayed negative traits that warranted intervention through the Urban Renewal Project and subsequently the Safety and Peace through Urban Upgrading (SPUU) project which succeeded HURP at the end of 2014. HURP is considered to be a replication of another urban renewal initiative in Motherwell township in Port Elizabeth called the Motherwell Urban Renewal Project (with local context issues considered) and the prototype for further urban renewal programmes in the Northern areas of Port Elizabeth so as to create sustainable communities where people have their needs met, feel safe, flourish and enjoy a fulfilling life (MBDA, 2014). All this as an attempt to have settlements that are sustainable.

2.3 Sustainable Human Settlements

Inexorably, the world is becoming urban. Cities offer people the opportunity to share the urban landscape and be involved in the mainstream economy thus making it possible to promote moral standards and shape governance precepts that facilitate production, trade, acquisition of property, embracing of different cultures and enjoyment of life in its totality (UN Habitat, 2010). One aspect of sustainable human settlements is the provision of housing and related service delivery, whilst the other aspect includes
upgrading and/or creating urban spaces and capacity development within communities so as to realise the desired communities which are socially and economically sound.

According to Sustainable Development Solutions Network (2013), the urbanisation phenomenon can be embraced and utilised to realise socio-economic development. Investing in urban infrastructure can result in job creation and economic growth as well as have urban areas act as sites of social transformation (Sustainable Development Solutions Network, 2013). South Africa has, through policy and development initiatives, embarked on a number of projects to formalise and/or upgrade informal settlements and townships. One such strategy that has been informed by different legislative provisions, and consequently adopted in different townships in South Africa has been the urban renewal concept.

2.4 Urban Renewal

According to Walker et al (2003: 3), urban renewal is:

mainly a housing-led response to address increasing social and economic problems experienced by communities living in public housing settlements due to historical policies and strategies.

In the context of South Africa, apartheid birthed townships and the resultant challenges in these areas arguably have their roots in the colonial system. Urban renewal has therefore been adopted to redress the socio-economic challenges experienced in South African townships.

This concept of urban renewal is rooted in both policy and practice and is not unique to South Africa but is a phenomenon practiced throughout the world. Urban renewal initiatives, as noted by Arthurson (1998) and Bridge (2001), are generally initiated by government agencies, often in collaboration with the private sector with the aim to improve the social, physical and economic state of neglected areas. Policies on public housing and the contemporary urban renewal strategies are largely influenced by theories like physical determinism, cycles of disadvantage, concentration poverty and social inclusion and/or exclusion (Walker et al, 2003). These theories are explained more in chapter 3 under the theoretical framework adopted for this study. South Africa has since adopted the urban renewal concept to rejuvenate some of its ailing urban spaces.
2.4.1 Urban Renewal in South Africa

The Urban Renewal Programme (URP) and Integrated Sustainable Rural Development Programme (ISRDP) were launched by the then President Thabo Mbeki in his State of the Nation Address in 2001 (Department of Provincial and Local Government, 2006).

The vision of URP and ISRDP was to:

Attain socially cohesive and stable communities with viable institutions, sustainable economies and universal access to social amenities, [which are] able to attract and retain skilled and knowledgeable people who are equipped to contribute to growth and development. (Department of Provincial and Local Government, 2006: 4)

In 2001, following the realisation that poverty is increasingly urbanising, eight nodes were identified in six cities of South Africa as initial implementation areas of URP. According to the Department of Provincial and Local Government (2006), these areas are Alexandra in Johannesburg, Mitchell’s Plain and Khayelitsha in Cape Town, Inanda and KwaMashu (INK) in the eThekwini Municipality (Durban), Mdantsane in the Buffalo City Municipality (East London), Motherwell in the Nelson Mandela Bay (Port Elizabeth) and Galeshewe in the Sol Plaatje Municipality (Kimberley).

The National Urban Renewal Programme (NURP), was initiated as a 10-year project in the identified nodes, and by 2006, a platform to develop infrastructure was created. In addition to physical developments, the second half of the project was to also include capacity development within the communities and tap into the economic potential of these areas to ensure that they benefit from the anticipated growth economically and otherwise in South Africa as a whole (Department of Provincial and Local Government, 2006).

Helenvale was identified as a prime node in 2006 after a visit to the township by President Thabo Mbeki. This brought the total number of nodes for urban renewal to nine. The then, head of state realised that Helenvale portrayed the same characteristics as those in the initially identified 8 nodes which include Motherwell that is also in Port Elizabeth (MBDA, 2014). Considering that Helenvale was the last of the nine nodes to implement URP, it is only prudent to look at how urban renewal was implemented in other nodes as well as the success and shortfalls of such.
2.4.2 Case Synopsis of Some Urban Renewal Programmes in South Africa

The URP nodes identified at the start of the programme all displayed similar characteristics and features that helped shape a relatively similar developmental response for them. According to the Department of Provincial and Local Government (2006), these areas were predominantly Apartheid townships - areas with extreme poverty, high crime rate, dilapidated infrastructure, high population density, housing shortage, a growing informal housing component, insufficient budgets for operations and maintenance, low education and skills levels amongst the residents, limited internal economic opportunities, and the population delinked from surrounding areas. Below is a brief synopsis of URP in 3 of the 8 presidential nodes excluding Helenvale which was a prime node. The urban renewal projects discussed below were randomly selected since all urban renewal nodes had similar traits that warranted their inclusion into the national programme.

2.4.2.1 The Motherwell Urban Renewal Programme (MURP)

Motherwell is a township in Port Elizabeth in the Eastern Cape Province. The township is located 28 km from the Central Business District. Established in 1982, the township was set up to accommodate illegal occupants of the flood plains in Soweto-on-Sea and to cater for increasing number of migrants into the city (Affordable Land and Housing Data Centre, 2012). Motherwell consists of 16 neighbourhoods inaptly called Native Units (NU), whilst some sources refer to the residential sections as Neighbourhood Units (NU). Regardless, the NU zoning system has held since the township was established.

Motherwell is home to approximately 500 000 people. It has been noted as having a myriad of problems, thus leading to its selection as a beneficiary of the National Urban Renewal Programme (NURP). The challenges identified include low level of skills amongst the population, erosion of civic pride, environmental pollution, high incidence of HIV and AIDS, an ineffective and poor public transportation network and a high crime rate (Affordable Land and Housing Data Centre, 2012)

The key objectives of MURP were to:

- Develop the capacity of the population;
- Rebuild civic pride and progressive movements in the area;
- Reduce environmental pollution;
- Reduce the incidence of HIV & AIDS;
- Develop the node in a sustainable and efficient way in spite of the poor public transportation system; and
- Develop the node in an integrated manner to ensure long-term results and contribute towards sustainability of the city as a whole (Affordable Land and Housing Data Centre, 2012)

According to the Affordable Land and Housing Data Centre (2012), notable inroads made in Motherwell include providing 3,500 low-cost housing and the tarring of roads to improve the transport system. Furthermore, an additional 1,100 households were connected to the electricity grid and a small business incubator and/or employment centre was constructed and is operational (Affordable Land and Housing Data Centre, 2012). Community members also received various trainings which include junior traffic training and vocational agriculture skills.

MURP has not gone without its challenges and shortcomings. The Herald (2014), reports that the European Union (EU) provided a R7.39 million grant to renew and develop Motherwell. The funds were channelled to the NMBM through the MURP. Of this R7.39 million, only R1.6 million was spent during the set time frame. Projects like plumbing training to fix leaks under the Extended Public Works Programme; a waste management project that was supposed to be coordinated by the public health department; the hydroponics project that was placed under the Economic Development and Recreational Services Department and the Safety and Security Project all failed to be successfully implemented in the 2013/14 reporting period, even though finances were available (The Herald, 2014). Coordination amongst the different entities and capacity issues were singled out as the possible reasons for this implementation failure.

2.4.2.2 Alexandra Urban Renewal Programme (ARP)

In the Gauteng Province is Alexandra Township, which is located 18km to the North of central Johannesburg. Alexandra is arguably the only township in Johannesburg in close proximity to industries and relevant urban amenities, with most townships located far from urban centres. Despite its location, Alexandra is dislocated from the surrounding economy, which includes the Sandton Central Business District (CBD), the Midrand
high-tech belt and the Kempton Park manufacturing and warehousing precinct (Onatu and Ogra, n.d.).

According to Onatu and Ogra (n.d.), Alexandra was originally designed to accommodate and cater for 70 000 people, but is now home to more than 350 000 people. The socio-economic challenges that warranted selection of Alexandra as one of the nodes for urban renewal include poorly developed education facilities forcing parents to send their children to schools in neighbouring communities; bus or train transport system is non-existent; the perceived and felt security and safety threat which has affected industrial and residential growth; land invasions and illegal occupations that are rampant and service infrastructure which is under stress and operating beyond its capacity (Human Science Research Council, 2003).

As such, ARP had the aim to upgrade living conditions and human development within Alexandra through:

- Reducing unemployment;
- Providing effective paid for services;
- Ensuring residents safety and security;
- Effective local administration;
- Reducing levels of crime and violence
- Creating a healthy environment;
- Creating an effective housing environment and;
- Ensuring that civic and community pride is sustainably strengthened (Human Sciences Research Council, 2003).

According to Onatu and Ogra (n.d.), some key achievements made in Alexandra include employment for local residents on ARP construction sites. However, such employment has been short term as workers were only required during the construction phases. Through ARP, Alexandra now has a development programme that targets small businesses in the area, an employment information centre and tourism cluster. Furthermore, there has also been an upgrade of hostels, provision of low-cost housing in Extension 7 and construction of the Vasco da Gama Bridge which helped link the area to Sandton, allowing bus and taxi transport services Human Sciences Research Council, 2003). Furthermore, Alexandra benefited from the construction of the
Alexandra Plaza and Pan African Mall with the latter yielding R417 million in private sector investment (Onatu and Ogra, n.d.).

In the midst of these gains, Alexandra continues to face challenges like the informal settlements that have mushroomed within flood plains and illegal occupation of Iphuteng Primary School by more than 1 000 households (Onatu and Ogra, n.d.). Such communities are prone to seasonal floods and deprive learners of safety and facilities required for a decent education.

2.4.2.3 Khayelitsha Urban Renewal Programme

Khayelitsha (meaning “new home” in IsiXhosa) is located in the Western Cape Province of Cape Town. It is regarded as the second largest township in South Africa after Soweto with more than 1 million residents (South African Cities Network. 2011). Challenges bedevilling the area which prompted the implementation of the urban renewal programme, include informal and overcrowded living conditions; extensive housing backlog, limited access to affordable public transport; high unemployment rates and huge reliance on grants for income (Affordable Land and Housing Data Centre, 2012).

According to Affordable Land and Housing Data Centre (2012), The Khayelitsha Urban Renewal Programme sought to:

- Fight crime effectively;
- Ensure the community has an environment to be proud of;
- Provide education, training and skills development;
- Promote local economic development;
- Ensure efficient and user-friendly transport systems;
- Ensure labour intensive methods of construction and;
- Focus on youth programmes.

The township received R1.5 billion for the urban renewal initiative and projects implemented include providing formal housing, in-situ upgrading of informal settlements within the township, and the Khayelitsha Mall, developing a golf drive range and upgrading of Monwabisi Beach and Resort (Affordable Land and Housing Data Centre, 2012). A key development has been the Khayelitsha Business District (KBD) which has arguably become a vibrant economic hub that contributes to the socio-economic
development of the township. Another development has been the establishment of
viable, stable neighbourhoods (South African Cities Network, 2011). However, with a
continuous influx of people into the area, housing, employment and crime still remain
notable challenges (South African Cities Network, 2011).

The three urban renewal programmes discussed in this section had some notable
successes such as the improvement of the socio-economic standing of the respective
townships through physical development. The community building aspect however, has
not been comprehensive with skills development, employment and crime remaining at
worrying levels.

With this synopsis of some of the urban renewal programmes in South Africa, it is
imperative to delve into the policy arena to understand what informed and guided such
initiatives. Considering that urban renewal in South Africa is a national and government
initiative, the policy landscape plays a critical role in providing the bridge between theory
and practice and shaping the urban development agenda. The following section
unpacks different relevant policies and seeks to understand how such have informed or
influenced the urban renewal programme in South Africa.
2.5 Introduction

With independence finally dawning on South Africa in 1994, the country had a lot to do to rectify the injustices of the Apartheid era and create an enabling environment where everyone has the potential to flourish. Legislation has been key in informing and guiding development initiatives like the urban renewal projects. According to the Department of Provincial and Local Government (2006), the Urban Renewal Programme (URP) finds its voice emanating from a number of national statutes, particularly those to do with urban spaces. Therefore, the National Urban Renewal Framework is not a policy but an attempt to make the current policies on urban spaces clear and coherent.

A number of housing and settlement policies were crafted and passed between 1994 and 2014. To a large extent, these policies have contributed to shaping and complementing the national urban renewal strategy that has been implemented in the initially identified 8 nodes (with Helenvale being the ninth).

History has shown that urbanization was not prioritised by most states. This disregard is evident in the failure by African policy makers to seriously consider the challenges of urbanisation and successfully capitalise on the potential of urban centres as drivers of development (United Nations Economic Commission for Africa, 2014). The process is often undertaken in the absence of economic development initiatives and systematic urban planning. This, as noted by the United Nations Economic Commission for Africa (2014), often results in high levels of poverty in the urban areas and haphazard physical expansion. Cities are physically growing with little or no planning, furthermore, lack of people-centred planning compounds existing urban challenges.

Colonial “hangover” has affected most urban areas in Africa. Failure to shake off the colonial mind set, as illustrated by the United Nations Economic Commission for Africa (2014), has even seen the new urban development master plans continue to segregate the poor and offer limited investment opportunities for property and urban amenities for this neglected group. Additional challenges facing urban development in Africa include stunted economic growth, dilapidated infrastructure, incoherent land policies,
environmental degradation as well as limited roles and capacities of local governments and municipal authorities (United Nations Economic Commission for Africa, 2014).

South Africa has a wide range of urban spaces and settlement related policies which have shaped the urban landscape. These policies developed from 1994 to date, have focused on building houses, establishing human settlements and/or developing urban communities. Such principles of action are discussed below.

2.6 Building Houses: 1994 – 2003

Attaining independence in 1994 also meant ensuring that the promises made prior are realised and the factors that motivated the black uprising are addressed. Key issues that independent South Africa sought to address included issues of land, housing and related services. According to Thwala (2003), since 1994, land reform was facilitated through land rights restitution, redistribution of land and reforms in land tenure. Thwala (2003) observed that almost ten years into democracy, 60 000 whites owned two thirds of the country’s prime land. Land reform was therefore not yielding the desired outcomes in addressing the biased land distribution which could improve the livelihoods of the rural population. On the urban front, land acquisition by the poor has been a challenge whilst housing and service delivery has not met expectations, particularly in the townships. To meet the housing demands and needs of the urban black population that had endured many years of segregation, the Reconstruction Development Plan was that first step into creating an urban landscape that accommodated the black majority.

2.6.1 The Reconstruction Development Plan - RDP (1994)

Through the Reconstruction Development Plan – RDP (1994) residents qualify for affordable housing which has become loosely known as RDP houses. According to South African Cities Network (2014), the policy seeks to build low-income subsidised housing and create unified housing markets by encouraging banks to allow low-income markets to borrow. Such subsidised houses are the dominant feature in townships. Based on the needs raised before independence by the black majority and the fact that urban areas were now accessible without restrictions of the apartheid era, this plan mainly focused on housing delivery, ensuring adequate housing for those already in townships and meeting the needs of high rural-urban migration (South African Cities
Network, 2014). The RDP created opportunities for the once marginalised to have access to shelter.

However, the subsidy system had unintended consequences. It resulted in fragmented spatial environments, which in turn affected service delivery and the linking of physical space development and as a result, social integration was not significantly achieved (South African Cities Network, 2014). Through this plan, cities were seen as “landlords”, ensuring that the “tenants” occupy and do not sell their social or RDP houses. Unfortunately, people do sell these houses or lease them out to supplement their incomes and move back into the shacks they had. There are inadequate punitive measures to deter such actions even though the Housing Act 107 of 1997, as amended by the Housing Amendment Act 4 of 2001 states that subsidy beneficiary “shall not sell or otherwise alienate his or her dwelling or site within a period of eight years” (Mail and Guardian, 2015). The delivery of housing was to be the mandate of government whilst cities and their respective municipalities were responsible for service delivery and infrastructure maintenance. However, poor governance and management as well as limited capacity resulted in the dilapidation of infrastructure like roads and water reticulation systems (South African Cities Network, 2014).

Arguably, this strategy provided houses for the poor within townships whilst unintentionally perpetuating some Apartheid systems of segregation and limited access to urban socio-economic opportunities as these areas remained delinked. The National Spatial Development Perspective was developed which intended to promote economic growth in neglected areas.

2.6.2 The National Spatial Development Perspective - NSDP (1995)

The NSDP was put in place so as to speed up investment by the private sector, to stimulate growth of Small, Medium and Micro-seized Enterprises (SMMEs) and to empower local communities (Department of Provincial and Local Government, 2006). This strategy intended to bring together the private and public sector and coordinate their investments in areas that had the potential to flourish but were being underutilised. Townships fit the bill and have since seen investments by both public and private sectors to improve and develop the community. For example, the Mandela Bay Development Agency (MBDA) a semi-autonomous development entity which, amongst other things,
focuses on local economic development in Port Elizabeth, has extended its support to SMMEs—many of which are black- and women-owned, through the procurement of emergent contractors in the township areas (MBDA, 2014). A growing interface with these enterprises is paving the way for a turnkey procurement policy to ensure that there is greater opportunity for these contractors in the scope of work offered by the MBDA.

2.6.3 The Department of Housing National Urban Framework (1997)

This framework highlights the value of good governance as well as the need for realigning relationships between government and development agents, like the private sector and civil society. An Urban Development Framework (UDF) was therefore established to address the parallel planning of spatial and economic development initiatives; have integrated planning at the core of urban development projects; implement land reform through land restitution, land distribution and tenure reform; and examine and clarify inter- and intra-governmental relationships (Department of Provincial and Local Government, 2006).

According to the Department of Provincial and Local Government (2006), the UDF was guided by the following objectives:

- Integrate cities so as to correct segregation, fragmentation and inequality that came as a result of the apartheid system, through for example, informal settlements upgrades;
- Improve housing and infrastructure by promoting investment and increasing access to finance;
- Promote economic development in urban areas through poverty alleviation, job creation and ensuring far reaching development initiatives; and
- Transform and develop the capacity of government at all levels.

All these objectives point towards creating urban centre that are lucrative and offer opportunities to the historically marginalised groups which also augurs well with the main values imbedded in urban renewal initiatives. From focusing on providing housing and creating economic opportunities, the momentum shifted at the turn of the millennium towards establishing human settlements.
2.7 Establishing Human Settlements: 2004 – 2014

The first 10 years of South Africa’s democracy were largely dedicated to providing housing in the context of settlements and urban planning. The government sought to ensure that these settlements are sustainable by improving spatial integration and housing assets, upgrading and eradicating informal settlements and initiating the accreditation process (South African Cities Network, 2014). The key legislation in this process is the Breaking New Ground (2004) which is discussed below.


Modern day society is divided into three classes; lower, middle and upper class. These social groups are, either by design or default and treated differently by the state, specifically relating to the manner in which they access and enjoy basic human rights like shelter and related social amenities. According to the Sustainability Institute (2009), conventionally, housing delivery to higher economic groups (middle and upper-income) has been in the hands of for-profit developers who operate through traditional market mechanisms and mortgage-secured financing systems, while for the poor in urban areas, housing has been treated as a welfare function, with the state directly facilitating the process. As a result, the poor are left at the mercy of a housing delivery process that is unsustainable, suffers from severe capacity problems and lacks resources in comparison to the well-functioning traditional housing market system (Sustainability Institute, 2009).

The government of South Africa attempted to address this through the 1994 White Paper on housing. The White Paper aimed at initiating significant subsidy allocations that are channelled through mechanisms that allow the poor to utilise the traditional property and housing markets (Sustainability Institute, 2009). Whilst the initial idea was to provide incentives for property agents to provide housing for the poor, the land policy stifled and continues to stifle such holistic attempts to integrate the poor into urban settlements and the related socio-economic benefits. The poor continue to be settled in economically unviable peripheral zones like townships where land is cheap. As a result, mass subsidised housing estates continue to mushroom, providing short-term benefits to the poor through the provision of housing, but at the same time, further segregating the poor who are now located further in comparison to the affluent neighbourhoods that
are better situated in relation to urban facilities and services (Sustainability Institute, 2009).

Integrated human settlements are the core driver of the Breaking New Ground policy. The policy intends to create spatially integrated communities within an enabling environment that offers social and economic opportunities like easily accessible places of work, affordable housing and readily available land for further developments (Sustainability Institute, 2009). The notion of integrated human settlements has since been advanced in South Africa in order to

(i) Improve and develop integrated human settlements through:
   - Transforming dormitory suburbs into areas with diverse land uses, adequate amenities and socially-mixed facilities;
   - Establishing policies and spatial planning frameworks that enable the development of integrated human settlements; and
   - Developing and implementing a pro-poor housing programme

And (ii) Deliver housing opportunities through:
   - Increasing opportunities for building new housing;
   - Increasing rental stock through partnerships in social housing schemes;
   - Redressing land ownership inequities by providing housing based on restitution claim settlements;
   - Partnering with banks and private developers to enable gap housing programmes; and
   - Developing and managing zoned public open spaces (Sustainability Institute, 2009).

The Breaking New Ground policy moved beyond just housing and made efforts to create settlements that provide a comprehensive and holistic urban experience particularly in terms of social and economic opportunities. This led to the next phase of urban policies that were aimed at community building.
2.8 Beyond 2014: Developing Urban Communities

South Africa continued to craft legislation that enabled the development of not just houses and/or settlements but urban communities. 2014 witnessed a comprehensive plan aimed at transforming the spatial landscape, enhancing good governance and promoting people-centred development (South African Cities Network, 2014). The National Development Plan which is discussed below seeks to enable sustainable livelihoods and equal access to opportunities and services in urban areas.

2.8.1 The National Development Plan – NDP (2014)

This plan takes a more long-term perspective of community development. It looks at elements like spatial integration and sustainability. The National Development Plan seeks to transform communities by getting rid of the historically entrenched urban planning patterns that aggravated social inequality and economic inefficiency (South Africa, 2004).

These policies have facilitated the development of settlements with affordable housing for the previously marginalised and has allowed access to some basic urban amenities. However, challenges still exist as can be noted in the housing backlogs at municipal, provincial and national levels and other socio-economic challenges in these urban communities.

Since 2002, there has also been a shift in emphasis by the National and Provincial government from “quantity” towards “quality” and the development of sustainable human settlements (South Africa, 2004). A new notion in housing policy was introduced focusing on “urban renewal, integrated land development, development in rural nodes, medium density housing, rental housing, social housing, emergency housing, sustainable human settlements and the people’s housing process” (South Africa, 2004). The development of integrated sustainable human settlements at any level must, therefore adhere to the national and provincial policy directives as is the case with different urban renewal projects that have been and are being implemented in various provinces in South Africa.

Again, it is important to reiterate that while these policy instruments are the most significant in relation to urban planning and development, they remain numb and do not
explicitly offer any comprehensive discourse on urban renewal. However, they have been the building blocks on which urban renewal in South Africa exists and operates and have facilitated the quest to create sustainable human settlements.

2.9 Chapter Summary

A number of historical events played an integral role in moulding the African urban landscape and South Africa is no exception. As a significant proportion of the South African population now live in urban areas, the manner in which urban spaces are planned and managed is even more critical. The chapter outlined the myriad of challenges within urban spaces, in particular the townships in South Africa and specific focus on the study site, Helenvale. Policies and strategies have been put in place to try and redress the historical imbalances in urban areas which left the black people segregated, isolated and marginalised. Urban Renewal is one such strategy that has been employed to aid in creating communities that ensure that the well-being of individuals is nurtured and promoted. It has been shown that there is no single standalone blueprint for urban renewal in South Africa, but the policy documents discussed herein have facilitated the framing of the urban renewal strategies and projects. There has been a realisation that it’s not just about shelter and providing houses, but also creating sustainable communities that are socially, economically and environmentally acceptable.
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3. Research Design

The research study adopted an interpretivist approach aimed at understanding how the Helenvale Urban Renewal project (HURP) affected and was experienced by project stakeholders, particularly the community. Data was collected through the use of interviews, observations and document reviews. The interpretivist paradigm focuses on the participants’ or respondent’s interpretation of the phenomenon in question, making the approach subjective in nature (Gerber, 2016). This approach is practical and relevant as it seeks to answer the questions; (1) How should Urban Renewal be established/implemented? and (2) How does HURP affect the community?

Data generated through interpretivist studies is highly valid as it is viewed as being honest and trustworthy (Duvdoskiy, 2015). However, on the downside, Duvdoskiy (2015), quickly adds that the data in this approach is often unreliable and cannot be generalised as it is heavily impacted by the personal viewpoints and values of the respondents.

This research was evaluative in nature as it assessed the social and economic effectiveness of implemented programmes (Gerber, 2016). In this case, the socio-economic impact of HURP was evaluated. The study also made reference to other urban renewal initiatives in the townships of South Africa in order to corroborate the findings from the study area. The research approach was qualitative as evidenced by the data collection tools and data analysis processes employed.

3.1 Research Method: Evaluation Study

Weinbach (2005: 2), defines evaluation research as “…the systematic use of research methods to make judgements about the effectiveness and the overall merit, worth or value of some form of … practice.” A practice or project has a beginning and an end, and as such, organisations, consultants, academics and/or development practitioners often assess the effectiveness and/or value of a project throughout its lifespan. Evaluations can therefore, be done for different purposes and for different audiences or stakeholders within the project cycle. According to Department for International
Development (2005), an evaluation is done in order to discover whether particular development interventions have worked or not and to understand why they have been relatively successful or not in particular contexts. There are three main purposes for conducting an evaluation which are defined by the stage at which the evaluation is done within the project cycle. The evaluation purposes are formative evaluation, process evaluation and summative evaluation (Weinbach, 2005).

3.1.1 Formative Evaluation

Formative evaluation is aimed at gathering baseline information for designing, developing, formation and implementation of a project (De Vos, Strydom, Fouche, Delport, 2011). Formative evaluation is done prior to implementing a project or coming up with an intervention which in some instances is also known as a needs assessment or baseline study (De Vos et al, 2011)

3.1.2 Process Evaluation

Process evaluation provides feedback on how a programme or series of interventions are operating, how and to what extent particular sets of objectives and targets are being met (Rogers, 2012; De Vos et al, 2011). This allows for “course correction” and adjustments if the project might be derailing from the intended path. It also provides impetus for continuation if everything is going according to plan.

3.1.3 Summative Evaluation

It is sometimes referred to as outcome or impact assessment, although the two are significantly different. Rogers (2012), shows that the former focuses on the short-term effects whilst the latter focuses on the long-term effects of an intervention. In general, summative assessment investigates project effects on the intended outcomes and whether there are also key unintended effects (Weinbach, 2005).

A project effect or impact, according to De Vos, et al (2011), refers to a change in the targeted community. These changes can be social, economic, political and/or environmental. Here, there is also a key assumption that such change would not have occurred had the programme been absent. Furthermore, summative evaluation, as the term denotes, is conducted at the end of the programme and is used to assess what worked, draw lessons and justify continuation, replication of project in other areas or
exit altogether (De Vos, 2011). Table 3.1 below summarises the evaluation purposes and where they take place within the project cycle.

**Table 3.1: Evaluation through the life cycle of a project**

<table>
<thead>
<tr>
<th><strong>Purpose of evaluation</strong></th>
<th><strong>Formative</strong> (information for forming or improving)</th>
<th><strong>Process</strong> (information for describing and delivery)</th>
<th><strong>Summative</strong> (information for measuring outcomes and impact)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Type of evaluation</strong></td>
<td>Needs assessment</td>
<td>Monitoring</td>
<td>Impact evaluation</td>
</tr>
<tr>
<td></td>
<td>Evaluability assessment</td>
<td>Monitoring</td>
<td>Efficiency assessments</td>
</tr>
<tr>
<td><strong>Project life cycle</strong></td>
<td>Beginning</td>
<td>Middle</td>
<td>End</td>
</tr>
</tbody>
</table>

*Adopted from De Vos et al (2011)*

This research was a summative evaluation because HURP came to the an end of its project cycle in 2014 having been started in 2007 by the Nelson Mandela Bay Municipality (NMBM) before it was transferred to the Mandela Bay Development Agency (MBDA, 2014).

MBDA has not exited the community though. With HURP coming to an end in 2014, MBDA embarked on the Safety and Peace through Urban Upgrading (SPUU) project which is expected to run until 2017/18 and is focused on improved safety of public spaces and community facilities; safer schools in partnership with the community; domestic violence prevention, improved housing; and improved employment opportunities for youth (MBDA, 2014; Safer Spaces, 2014). Basically, SPUU builds on where HURP ended.

The summative evaluation undertaken for this study was focused on assessing the impact of urban renewal initiatives in the townships primarily the social and economic impacts of the Helenvale Urban Renewal Project (HURP) in Helenvale. HURP was one of the 9 urban renewal initiatives implemented across different townships in South Africa. As table 3.1 above shows, under summative evaluations are impact evaluations and efficiency assessments. This study was therefore, an impact evaluation and the concept is explained below together with a justification as to why this was regarded as the suitable approach for this study.
3.2 Impact Evaluation

Impact evaluation, according to Rogers (2012), investigates the changes that are a result of an intervention. In this case the research investigated the changes brought about by HURP in the targeted community and assessed the effect these changes had on the social and economic welfare of the intended beneficiaries. Whilst the expected results of an intervention are important, it is equally vital to also look at the unintended results that occur as a result of the project. Impact, therefore, can be defined as “the positive and negative, intended and unintended, direct and indirect, primary and secondary effects produced by an intervention” (Rogers, 2012; 7). The Asian Development Bank (2006: 3), adds that “project impact evaluation establishes whether the intervention had a welfare effect on individuals, households, and communities, and whether this effect can be attributed to the concerned intervention”. Through an evaluation, one can therefore assess whether a project was successful or not successful and draw lessons from it.

The Helenvale Urban Renewal Project was implemented from 2007-2014 (MBDA, 2014). The impact of a project on the community or intended beneficiaries according to Peersman (2014), often emerges over a protracted period of time. It is the assumption that the impact of the project should now be evident. It is therefore justifiable to investigate such in 2016 and even beyond in order to draw lessons and assess what worked and/or didn’t work in the HURP interventions. Furthermore, it is essential to make the distinction between what HURP is formally expected to achieve and the wider perspective applied in the evaluation (Department for International Development, 2005). The former perspective is important for accountability, and the latter for drawing lessons and experiences for the future.

This study was cognisant of the fact that attributing particular changes and impacts to a specific intervention is often a contentious issue. Projects are not implemented in a vacuum, but there are many variables and factors that are at play at any given time with the potential to contribute directly or indirectly and to various degrees to the changes and impact that might occur. It is important therefore to have some degree of certainty on what caused the changes and according to Rogers (2014), impact causal attribution can aid in that.
3.2.1 Impact Causal Attribution

Impact evaluation does not only look at the changes that have occurred but also seeks to establish the role of particular interventions in the resultant changes (Rogers, 2014). This is known as causal attribution or causal inference. The OECD-DAC (2010: 5), defines causal attribution as “ascription of a causal link between observed (or expected to be observed) changes and a specific intervention.” An impact evaluation must, therefore, establish what has caused the observed changes. Whether it is solely the intervention being assessed or there were other parallel factors or interventions at play.

This study was cognisant of these factors that can also contribute to the perceived changes and due diligence was taken to ascribe such changes accordingly. As Rogers (2014), stresses, a change cannot be claimed to be an impact unless there is a demonstrated link between the change and the intervention. The study therefore made efforts to demonstrate the connection between HURPs inputs, outputs and the outcomes and impacts that are observed through key informant interviews, checking consistency with existing literature, relating to other urban renewal projects in South Africa and linking with the theoretical model used in this study. This will help strengthen the conclusions made. Due to limited time and resources for extensive data collection and analysis, the proposed measures above for causal attribution to the impact evaluation were deemed sufficient.

The study acknowledges that these steps alone are not sufficient to warrant total validity and reliability of the data obtained. Rogers (2014) and De Vos et al (2011), admit that a single impact evaluation will not likely examine all aspects of the intervention and the associated impact, instead, a synthesis of findings across impact evaluations is needed to provide stronger evidence and to allow for generalizability of the findings. This study was limited to a single project and will treat the findings accordingly.

The impact evaluation strategy for the research was by and large informed by an urban renewal theoretical framework that was adopted for this study to help put the key issues into perspective and pragmatically illustrate the thinking behind the study focus.
3.3 Urban Renewal Theoretical Framework

The study made use of an urban renewal theoretical framework to contextualise the study and draw the parameters for focus. The framework adopted from Walker, Ballard, Taylor and Hillier (2003), in figure 3.1 below depicts the theoretical assumptions about the causes of social and economic problems in urban communities; the various renewal theories, goals and corresponding strategies to address them in different development contexts; and the possible outcomes and impact of urban renewal.
3.3.1 Theories Underpinning Urban Renewal

This theoretical framework in fig 3.1 above can be tied together with South Africa’s Urban Renewal Framework and other related urban development policies that are discussed in Chapter 3. The 8 presidential nodes identified as target areas for Urban Renewal Programmes (URP) in South Africa and Helenvale as the premier node have social and economic challenges that can be explained by the theories that underpin urban renewal. These theories are discussed in brief below.
3.3.1.1 Cycles of Disadvantage

This theory is of the notion that physical, economic and social challenges reinforce one another resulting in a lifecycle of inter-generational multiple deprivation on the urban poor, who are located in a specific geographic area (Mustapha, 2016). Townships reflect this spatial concentration of the urban poor. The origins or “culture” of poverty is therefore, assumed to lie in the inadequacy and incapacity of individuals and families who live in disadvantaged and poor environments (Zielenbach and Levin, 2000). Townships in South Africa and in other parts of Africa portray similar characteristics, whereby the colonial system isolated such areas from economic linkages and therefore perpetual disadvantage and vulnerability thrived. According to Blanden and Gibbons (2006), the key issue this theory tries to establish is how growing up in poverty makes it more likely that poor children will experience similar disadvantages later in life. The assumption here is that if one grows up poor and continues to live in the same poor environment, that cycle of poverty will become “hereditary”.

3.3.1.2 Physical Determinism

This is also known as environmental determinism and argues that the state of the physical space or environment that a community occupies can control their behaviour (Coleman, 1985). Townships were generally developed without adequate urban infrastructure and amenities. The argument is that “…human behaviour tends to deteriorate under the stress of inappropriate habitats…” (Coleman 1985: 177). As such, living in a poor community that is excluded from mainstream socio-economic activities will likely breed a society that thrives on crime, violence, drug trade and have a weakened moral standing.

3.3.1.3 Social Inclusion/Exclusion

Social exclusion has been defined as “the process through which individuals or groups are wholly or partially excluded from full participation in the society within which they live” (European Foundation, 1995; 5). Townships have been effective in segregating and excluding the black community. Aasland and Flotten, (2000), have considered social exclusion as a multidimensional phenomenon that can be exhibited through other streams like exclusion from:
i) Enjoying the rights of a formal citizen;
ii) Participating and/or benefiting from the labour market;
iii) Participation in civil society; and
iv) Social spaces and platforms.

Townships in South Africa have reflected these proxies showing that they were created with the intention to exclude certain groups, blacks in particular, from participating in society.

3.3.1.4 Concentration of the Urban Poor

This theory speaks of a spatial density of socio-economic deprivation. It refers to areas that have high poverty levels. Such areas compound already existing challenges for individuals and families. Although there are debates around the threshold to use in categorising an area as having concentrated poverty, the concept helps identify such areas and the interventions that are suitable in bringing about development and improving the standard of living for those concerned (Blanden and Gibbons, 2006).

3.3.1.5 Social Capital

Cox (1996: 15), defines social capital as the “processes between people which establish networks, norms and social trust and facilitate co-ordination and co-operation for mutual benefit.” Social capital is the combination of relationships and networks that make for a vibrant and progressive society, allowing a sense of well-being amongst the people and therefore promoting integration. The nature of the social capital in townships therefore determines the capacity and potential within the community to scale beyond their limitations.

All these theories attempt to explain the challenges in a particular community and where they emanate from thereby helping inform policy and strategies to resolve these social and economic issues. This brings into discussion the next concept in the theoretical model which is the circumstances and areas under which urban renewal takes place.

3.3.2 Sites for Urban Renewal

Conventionally, urban renewal takes place on either brown fields, grey fields or green fields. These concepts are explained in brief below.
3.3.2.1 Brown Field

This is a former industrial site, usually contaminated with toxins and hazardous elements (Newton, Newman, Glackin, and Trubka, 2012). Such land is reclaimed and used to establish a settlement suitable to be inhabited by a community of people.

3.3.2.2 Grey Field

Grey field refers to large structures and/or blocks of buildings such as a shopping mall or commercial facility that have been abandoned (Newton et al, 2012). City authorities can therefore upgrade these buildings and convert them to residential property or demolish them completely and erect new structures for residential use.

3.3.2.3 Green Field

Some have referred to this as “virgin land”. According to Newton et al (2012), a grey field is basically an undeveloped section of land which is becoming a rare and scarce option for many cities due to the unprecedented pace at which urbanisation is occurring. Helenvale was established in the 1950s and like most townships in South Africa, it was established from a green field to be a residential area.

The HURP took place to upgrade and integrate the community into the mainstream urban economy. This brings to the fore a discussion around the different urban renewal strategies that can be adopted in areas like Helenvale.

3.3.3. Urban Renewal Strategies

In order to revitalise cities, the concept of urban renewal is often implemented using strategies of social mix, community building and/or physical development to bring about the needed social and economic transformation. These strategies are discussed in brief below.

3.3.3.1 Social Mix

The policies and strategies that are implemented under social mix have the potential to strengthen or destroy a community. Social mix can therefore be a remedy for social exclusion or used as a euphemism for state-led gentrification (Arthuson, Levin and Ziersch, 2015). Social mix refers to people of different lifestyles, ethnic groups, income,
religion and all other traits that comprise the human experience being deliberately placed within the same community for social integration and cohesion (Arthuson et al, 2015).

The practice of diversifying housing tenure types and encouraging social mix of people from different socio-economic backgrounds in a previously stigmatised location will, according to Walker, Ballard, Taylor and Hillier (2003), enhance social mobility and social cohesion. The local people are thus afforded an opportunity to realise their potential without obstacles of prejudice and discrimination based on location. However, this alone will not necessarily create a flourishing and integrated community as there are other obstacles such as access to the labour market and access to public spaces, which contribute to socio-economic exclusion (Arthuson, et al, 2015)

3.3.3.2 Community Building

Community building entails strengthening and developing sustainable communities, enhancing social capital and increasing social cohesion (Walker et al, 2003). Some view this as contradictory to social mix since community building tends to lean towards homogeneity and having common goals, whereas social mix promotes diversity and tolerance (Walker et al, 2003). Community building refers to social interventions and speaks of having “ubuntu”, which in the South African context refers to the virtues of humanity.

3.3.3.3 Physical Development

This component involves the construction of infrastructure and facilities which include houses, roads, recreational facilities and other public amenities (Walker et al, 2003). An empowered community through social development or community building will be in a position to benefit more from the physical upgrades.

From the theoretical explanations behind the challenges in urban spaces to the possible strategies to address these problems, the next section looks at what the urban renewal theoretical model envisages as the impact of urban renewal.
3.3.4 Expected Urban Renewal Impact

Urban renewal is mainly implemented with the aim of improving the environmental, social and economic well-being of previously disadvantaged communities. However, this is dependent on the theoretical strands that inform and influence the interventions. Generally, some of the goals of urban renewal include lowering crime, reducing social stigma, promoting social justice and increasing employment (Walker et al, 2003).

3.3.4.1 Lower Crime Rate

Reducing crime rates in the low socio-economic areas has been one of the aims of urban renewal initiatives in USA and Australia (Walker et al, 2003). Likewise, in South Africa, the targeted townships for urban renewal have a high incidence of crime. Addressing or lowering the crime rate, according to Walker et al (2003), also requires acknowledging and responding to issues of ‘concentrated poverty’ and limited job opportunities. Most areas targeted for urban renewal are areas that have limited access to employment and education, have a locational disadvantage and poor urban design (Walker et al, 2003). All these factors which are common in the townships, contribute to the levels of crime experienced in an area.

3.3.4.2 Reduced Social Stigma

For urban renewal to be effective, it is also important to change the perspective outsiders have of the targeted community. As long as a community is regarded as poor and characterised by crime, violence and other social vices, it will be difficult to gain acceptance and integration into the economy of the city. Businesses and other service providers will shy away from such areas. Reducing stigma and focusing on the assets or strengths of the community instead of their needs or weaknesses will help the community (Walker, et al, 2003). Interventions should thus not necessarily be “for the poor” but be more holistic and cater for the whole community.

3.3.4.3 Social Justice

The gap between the rich and the poor is strikingly evident and ever increasing particularly in developing countries. The unequal distribution of income for example, between township residents and those from affluent suburbs is alarming. Urban renewal
thus attempts to realise social justice through policy and strategies that recognise disadvantaged groups (Walker et al, 2003).

3.3.4.4 Increased Employment

In addition to linking disadvantaged communities to the city economy through transport linkages and multi-zoning, urban renewal also aims to increase employment opportunities particularly within the informal sector. Urban renewal should therefore enhance social capital and allow urban design and creative use of the space which encourages rather than preclude employment opportunities within the community and contribute to synergies which enhance social and economic value (Walker et al 2003).

Having unpacked the theoretical model used in this study, the following methodology sections looks into how the impact of urban renewal and specifically the impact of HURP will be undertaken.

3.4 Impact Evaluation Techniques

The study made use of different qualitative techniques to assess the social and economic impact of the HURP on the community. The different techniques employed are discussed below.

3.4.1 Qualitative Techniques

According to Mathews and Ross (2010), qualitative research techniques are primarily concerned with subjective understandings, feelings, opinions and beliefs. Such data is usually gathered when an interpretivist epistemological approach is adopted and when the data collected are the words or expressions of the research participants (Mathews and Ross, 2010). Different stakeholders involved in the project were thus engaged and the following qualitative techniques were employed:

3.4.1.1 Literature Review

The study looked at different academic literature to get an in-depth understanding of the extent of social and economic challenges in marginalised urban settings, particularly townships and how they are being addressed, focusing on urban renewal projects, their successes and shortfalls. According to Gerber (2016), a review of literature brings out what has been documented about the variables being investigated. It also helps the
researcher develop a theoretical framework on which to base the research; provide historical background; have an appreciation of similar previous research and their limitations, show the significance of the issue being researched as well as ground the discussion and substantiate the findings (Gerber, 2016). This gave a platform on which to assess HURP and its impact in the community.

3.4.1.2 Policy Review

As part of literature review, the study also delved into the policy arena and assessed relevant policies, how they have contributed in shaping urban settlements as well as how existing challenges in settlements, particularly townships within South Africa, are being addressed through such instruments.

The research therefore, in brief, looked at the policy landscape from 1994 to date in an effort to identify if urban renewal exists in the current policy landscape and understand how such has been implemented through development projects like HURP. This will give a context of what is permissible within the policy framework in terms of urban development and what is informing the urban development strategies being employed.

The secondary data collection process (literature review and policy review) provided the platform to engage the community and project implementers to assess what was really done in the community and its impact. Interviews were employed to gather primary data for the research

3.4.1.3 Interviews

This is a qualitative research technique which obtains the interviewees’ perceptions to the issues under enquiry (McDonald and Headlam, 2000). Interviews were chosen as a data collection method because the study sought to capture the views and perceptions of the study participants with regards to urban renewal and its impact in their community. There are different interview types and ways to conduct them. This study made use of the semi-structured interview.

3.4.1.3.1 Semi-structured Interviews

A guiding framework coupled with a set of broad guiding questions are employed when using semi-structured interviews to collect data. McDonald and Headlam (2000), state
that this technique allows the researcher to be flexible in their response to the interviewees’ answers, giving room to probe for more information and develop the themes and issues as they arise. The researcher developed the semi-structured interview guide and used it accordingly to gather data from the community members.

3.4.1.3.2 Key Informant Interviews

Officials from the MBDA were regarded as key informants as they were the project designers and implementers with key information regarding the project. Key informants are those individuals with specialist knowledge that is extensive and privileged and regarded as valuable sources of information to a researcher (Mathews and Ross, 2010). The role the MBDA personnel played in HURP made them key informants that provided extensive information regarding HURP.

3.4.1.4 Document Analysis

Annual Reports from MBDA concerning the HURP project were analysed. MBDA produced annual reports for their projects in Nelson Mandela Bay which include HURP. Information from these reports assisted in validating the data from the interviews and corroborating the findings made in the community.

3.4.1.5 Observations

The HURP involved the development of physical infrastructure and facilities in the community (physical development) in addition to community development (see 3.3.3.2 and 3.3.3.3). The researcher therefore observed during the interview process the structures and facilities that have been introduced through the project, how these are being utilised by the community and the change (negative/positive; intended/unintended) brought about by such, be it aesthetic, economic, social and/or environmental. The research managed to access images of before and after such physical attributes were added to the community. Such phenomenon has a bearing on the socio-economic welfare of a community and will corroborate what the implementing agent actually says has been done in the community and how the community views such changes.
3.5 Study Population

Helenvale is the community in which HURP was implemented. The township is divided into 4 residential zones or wards namely, Proper, Gaat, Barcelona and Extension 12. Fig 3.2 below shows the map of Helenvale and the residential zones. As such, the study population is residents of Helenvale that benefited directly and/or indirectly from HURP.

Fig 3.2: Map of Helenvale’s Residential Zones

Source: Mandela Bay Development Agency, 2014

3.6 Sample Size

Coming up with a sample size for qualitative studies is not as well defined as it is with quantitative studies which often use formulas to deduce a sample size that is representative of the study population. Different literature sources suggest what might be prudent as a sample size for different types of qualitative research to maintain the validity and reliability of the process and eventual outcome.

Morse (1994), suggests that 30-50 interviews for both ethno-science and ethnographic studies, are acceptable. Bernard (2000), agrees with this assertion and indicates that samples ranging from 30-60 interviews for ethno-science research are adequate. For
the grounded theory research design, Creswell (1998), states that having 30-50 respondents will yield enough data for analysis and making conclusions. For phenomenology studies 5-25 respondents are sufficient (Creswell, 1998). Morse (1994), agrees with Creswell and thinks at least 6 respondents are enough. Bertaux (1981), puts a benchmark and stresses that 15 is the least acceptable sample size for all qualitative research designs. This study takes note of all these varying, yet related sample size options for qualitative research designs and approached the study with this in mind.

For this study, 14 interviews were conducted with the community members and 4 interviews were conducted with the officials from MBDA. These respondents were purposively selected as explained below.

3.6.1 Sampling Technique: Purposive Sampling

Purposive sampling is a non-probability sampling method, which deliberately tries to gain a representative sample by including specific groups of people or typical areas in a sample (Barreiro and Albandoz, 2001). In this case, the specific groups of people include the HURP implementing agents and the residents of Helenvale, whilst the typical areas include all the residential zones in the community where the project was implemented. The research acknowledges that this technique is subjective and therefore compromises the generalizability of the findings (Dawson, 2002). The representative sample for the study was drawn from the residents using the criteria shown below in table 3.2.

Table 3.2: Criteria for Determining Representative Sample

<table>
<thead>
<tr>
<th>Sampling criteria</th>
<th>Proposed No</th>
<th>Actual</th>
<th>Discrepancy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Members</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residents of Helenvale who are 18 years and older</td>
<td>14</td>
<td>14</td>
<td>None</td>
</tr>
<tr>
<td>Residents of Helenvale living in the community for at least 7 years as of 2015</td>
<td>14</td>
<td>14</td>
<td>None</td>
</tr>
<tr>
<td>50% male</td>
<td>7</td>
<td>6</td>
<td>-1</td>
</tr>
<tr>
<td>50% female</td>
<td>7</td>
<td>8</td>
<td>+1</td>
</tr>
<tr>
<td>50% aged between 18 to 35 years of age</td>
<td>7</td>
<td>7</td>
<td>None</td>
</tr>
<tr>
<td>50% older than 35 years</td>
<td>7</td>
<td>7</td>
<td>None</td>
</tr>
<tr>
<td>-------------------------</td>
<td>---</td>
<td>---</td>
<td>------</td>
</tr>
<tr>
<td><strong>Implementing Agents</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Personnel that were directly involved in project implementation</td>
<td>4</td>
<td>4</td>
<td>None</td>
</tr>
</tbody>
</table>

### 3.6.2 Representative Sample

A representative sample is defined by Mathews and Ross (2010), as one that has been selected in order to reflect the different characteristics of a wider population. This representative sample is selected in accordance with the nature and purpose of the study. The criteria shown in the table above was employed to narrow down respondents to those that would provide reliable and adequate information to the matter being investigated and be representative enough of the wider population in Helenvale.

The representative sample was drawn from the implementing agents and residents as explained below.

#### 3.6.2.1 Implementing Agents

According to MBDA (2011), HURP had 4 people involved directly in its implementation, namely the project leader, project coordinator, project administrator and community liaison officer. These four had a pool of supporting staff working with them on the project. The researcher managed to interview all 4, with 2 of them having been part of the project since inception, whist the other two became part of MBDA and in particular HURP, halfway through the project cycle. The key informant interview guide was employed accordingly.

#### 3.6.2.2 Community Members

For ethical reasons, the study purposively chose to engage participants who are 18 years and older. These individuals are able to independently give their consent to participate as they are regarded as adults. The study also made the assumption that from this age, the identified respondents will be able to understand the questions, respond accordingly and provide detailed narrations that can enrich the study.

Another selection criterion used was engaging with residents that have lived in Helenvale for at least 7 years as from 2015. This narrowed down the respondents to
those that have lived in the community before HURP was implemented so that they can reflect on what the situation was before and what has changed since HURP, considering that the urban renewal project was implemented between 2007 and 2014.

Males and females were equally represented in the study. Both sexes were included to establish whether there are any gender specific issues in the community and whether the projects implemented had cross-cutting effects on the community as a whole.

Furthermore, the study deliberately engaged both the young and the old in order to ascertain the perceptions and views across different age groups of HURP and its impact. Two key age groups were identified, namely the 18 to 35 age group and a group of persons older than 35. This also helped in assessing if these different age groups viewed the project and its impact differently.

With the help of the ward counsellor, the respondents were identified and all interviews with the community were held at the Helenvale Resource Centre. This venue was chosen mainly for convenience and safety reasons. As such, 14 interviews were conducted with the residents of Helenvale that made up the representative sample discussed the above using a semi-structured interview guide. This data collection tool was employed because, according to McDonald and Headlam (2000), it is a flexible approach and allows the researcher to probe and get more information that might not have been initially envisaged. Furthermore, it allows the respondents to explain their perceptions and views regarding the subject matter being investigated without boxing or limiting what they can share.

The data from the semi-structured interviews and key informants was recorded and transcribed accordingly and the section below discusses how this data from the representative sample was analysed and interpreted.

3.7 Data Analysis and Presentation of Findings

Data collection, analysis and presentation are important processes that contribute towards the reliability and validity of the whole research (Bernard, 2000). It is therefore vital to give a step-by-step account of how the collected data was analysed and presented.
The data was analysed to answer the main research question and sub-questions. Qualitative data from the interviews was recorded and transcribed verbatim. From these transcripts, the data was coded and thematically analysed.

Qualitative data is presented in a narrative using the identified themes and codes, whilst the quantitative data will be presented in the form of tables and relevant graphs.

3.8 Assumptions
The following assumptions were made about this study:

- MBDA, the implementing agent of the HURP will cooperate, provide support and information for this study;
- The implementing agent will consent to having their name and everything relevant to the study utilised accordingly;
- The local leadership and authorities in Helenvale will cooperate and give consent to engage the community for this study;
- Helenvale community will be accessible and residents will voluntarily participate in the study;
- English will be the medium of communication used with all concerned parties; and
- Study participants will be truthful in their responses.

3.9 Ethical Considerations
This research will take all due diligence to comply with the ethical requirements within the institution and as expected in research dealing with human subjects. The basic ethical principles stipulated in the Belmont Report have been taken into consideration. These include the following:

3.9.1 Respect for Persons
The Department of Education, Health and Welfare (1979), indicates that persons to be engaged in any study need to be treated as autonomous agents and not coerced or forced to participate against their will. Adequate information was thus provided beforehand and study participants contributed to the study voluntarily.
3.9.2 Informed Consent

Subjects engaged in research should consent to participate (The Department of Education, Health and Welfare, 1979). Their consent to participate was arrived at after relaying all relevant information concerning the study to them, making sure they comprehend the information given and volunteer to participate and/or to withdraw at any stage. All this was done without coercion or subjects fearing being victimised for not participating.

3.9.3 Confidentiality

The researcher is obliged to protect collected data and processed information from unauthorized access, use, disclosure, tempering, loss and/or theft. (The Department of Education, Health and Welfare, 1979). The research therefore, did not capture personal identification information from the onset, kept all the responses anonymous. The research records were stored securely and access to such was limited to the researcher and those authorized by the institution.

3.10 Chapter Summary

This chapter outlined the research methodology and data collection strategies employed. The study evaluates the impact of the Helenvale Urban Renewal Programme using interviews as primary data sources and literature (including policy documents) as secondary data sources. The theoretical framework used in this study is also explained, and the chapter wraps up by outlining the ethical considerations observed during the entire study process.
CHAPTER 4
RESEARCH FINDINGS AND ANALYSIS

4. Introduction

This chapter presents the findings of the study and analyses them accordingly. A qualitative study was conducted using complementary methods. Relevant literature was explored to establish a case supporting in-depth inquiry into the Helenvale Urban Renewal Project (HURP) and its socio-economic impact. The literature also shed light on similar projects that were implemented in South Africa as well as their effects. In addition, a theoretical framework was adopted and employed to explore HURP and its impact. Policy review was also conducted to understand the context and landscape in which development initiatives like urban renewal was and/or are being employed in South Africa. The nature of national, provincial and local backing through policy and legislation of such initiatives can, in one way or the other, determine their success or failure. Furthermore, interviews were conducted amongst Helenvale residents to ascertain their perception of the project and give first-hand account of what they believe to be the social and economic impact of HURP. Key informant interviews were also conducted to attain the technical framework of the project, establish its intentions and ascertain to what extent its objectives were actualised.

4.1 Primary Data Sources: Interviews

Interviews were employed as the main data collection method. A key informant interview guide and a semi-structured interview guide were used to solicit information from MBDA officials and community members respectively. A total of 18 interviews were conducted. Of these 18, four were key informant interviews with the implementing staff from the Mandela Bay Development Agency (MBDA) and 14 were semi-structured interviews with residents of Helenvale. The key informant interviews were conducted at the MBDA offices, whilst the semi-structured interviews with community members were held at the Helenvale Resource Centre. As stated in the methodology chapter, thematic analysis was employed to deduce information from the interviews and the verbatim transcription thereof.
The venues were chosen because they were the respondents’ places of comfort and also allowed easy access by the researcher. Furthermore, a neutral venue (the resource centre) was chosen for the Helenvale residents for security reasons. As an outsider of the community, the researcher was advised that it would not be safe to go out and look for respondents in the community, but rather have respondents come where the researcher was located, at a secure central place. A door-to-door strategy would have required police escort to ensure ones’ safety. The resource centre thus proved to be central and easily accessible by the respondents and was also convenient for the researcher to collect the data from one central location.

4.2 Secondary Data Sources: Literature

In addition to the primary data, the study also relied on literature to substantiate the raw data that was collected from the community members. Key documents that were used include annual reports from the MBDA, published documents on urban renewal in South Africa, particularly the National Urban Renewal Programme Framework and other key policy documents that helped ground the study. Below is a presentation of the outcome of the data collection process and the analysis thereof.

4.3 Research Findings and Analysis

This study was an evaluative assessment of the social and economic impact of the Helenvale Urban Renewal Project (HURP). The study triangulates the findings from the interviews with literature, policy documents and other relevant documents, particularly those from MBDA, the implementing organisation, and the National Urban Renewal Programme Framework document. All these are collated to tell the story of the perceived social and economic impact of HURP in particular and the urban renewal initiatives in South Africa in general. The perception of the local people of Helenvale engaged for this study and their interpretation of HURP is the main focus. This will resonate throughout the analysis of the findings and as such, it should be stated early on that the study findings cannot be generalised to the entire urban renewal initiatives in South African townships.
4.3.1 Demographic Characteristics of Respondents

For the purposes of maintaining anonymity and confidentiality, the study participants have been referred to as respondent 1, 2, 3 and so on. This is in accordance with the ethical principles that have been observed in this study. The purposive sampling technique was used to identify and select respondents. A total of 14 interviews were conducted with Helenvale community members and 4 interviews were conducted with the project officials from the MBDA. Study respondents from the community were identified with the help of the Ward Counsellor whilst those from MBDA were identified with the help of the programme coordinator. The inclusion/exclusion criteria for determining the representative sample as spelled out in the methodology chapter was employed (See 3.6.2). Table 4.1 below, profiles the demographic characteristics of the study participants.

<table>
<thead>
<tr>
<th>Respondent</th>
<th>Age</th>
<th>Sex</th>
<th>Occupation*</th>
<th>Years residing in Helenvale*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Respondent 1</td>
<td>75</td>
<td>Male</td>
<td>Business owner</td>
<td>48 years</td>
</tr>
<tr>
<td>Respondent 2</td>
<td>19</td>
<td>Male</td>
<td>Student</td>
<td>Since birth (19 years)</td>
</tr>
<tr>
<td>Respondent 3</td>
<td>55</td>
<td>Female</td>
<td>Housewife</td>
<td>9 years</td>
</tr>
<tr>
<td>Respondent 4</td>
<td>30</td>
<td>Female</td>
<td>Unemployed</td>
<td>Since birth (30 years)</td>
</tr>
<tr>
<td>Respondent 5</td>
<td>30s</td>
<td>Female</td>
<td>Unemployed</td>
<td>Since 1979 (37 years)</td>
</tr>
<tr>
<td>Respondent 6</td>
<td>53</td>
<td>Male</td>
<td>Church founder &amp; Pastor</td>
<td>Since birth (53 years)</td>
</tr>
<tr>
<td>Respondent 7</td>
<td>48</td>
<td>Male</td>
<td>Part time work</td>
<td>Since I was 10 (38 years)</td>
</tr>
<tr>
<td>Respondent 8</td>
<td>33</td>
<td>Female</td>
<td>Unemployed</td>
<td>Since birth (33 years)</td>
</tr>
<tr>
<td>Respondent 9</td>
<td>59</td>
<td>Female</td>
<td>Stay at home mum</td>
<td>32 years</td>
</tr>
<tr>
<td>Respondent 10</td>
<td>35</td>
<td>Female</td>
<td>Volunteer</td>
<td>All my life (35 years)</td>
</tr>
<tr>
<td>Respondent 11</td>
<td>22</td>
<td>Female</td>
<td>Unemployed</td>
<td>22 years</td>
</tr>
<tr>
<td>Respondent 12</td>
<td>27</td>
<td>Male</td>
<td>General work</td>
<td>27 years</td>
</tr>
<tr>
<td>Respondent 13</td>
<td>32</td>
<td>Female</td>
<td>Unemployed</td>
<td>32 years</td>
</tr>
<tr>
<td>Respondent 14</td>
<td>42</td>
<td>Male</td>
<td>Employed</td>
<td>42 years</td>
</tr>
</tbody>
</table>

*Actual responses from study participants

A total of 14 people from the study area, Helenvale participated in this study. Table 4.1 above shows that the youngest respondent was 19 and the oldest was aged 75. The majority of the respondents (10) were born and raised in Helenvale. All respondents (14) have stayed in Helenvale for a relatively long time with the least being 9 years. Of
The 14 respondents, 8 were female and 6 were male. Considering that all the respondents had stayed in Helenvale prior to HURP (2007-2014), their perception of the effects of the project is reliable as they can recall the state of affairs before HURP and identify the changes (if any) that emerged during and after HURP.

The key informant interviews that were conducted for this study were with MBDA officials. A total of 4 people were interviewed and their responses are also captured in the ensuing discussion. The key informants are not profiled so as to keep their identity anonymous as per agreement outlined in the consent form issued prior to engagement.

4.3.2 The socio-economic Issues in Helenvale

The socio-economic issues in Helenvale can be linked to the theories of cycles of disadvantage, physical determinism, social exclusion, concentration of the urban poor and social capital. These theories are the basis for the urban renewal theoretical framework used in this study. These theories are explained in detail in the Methodology Chapter (see 3.3) and shown here in fig 4.1 below.

**Fig 4.1: Theories Influencing Contemporary Urban Renewal Trends**

![Theories Influencing Contemporary Urban Renewal Trends](image)

The social and economic issues in Helenvale that emerged from the study respondents include poverty, high unemployment, violence, crime, drug trade, substance abuse and high rate of school dropout. These issues are presented and analysed below.

4.3.2.1 Poverty

Poverty appears to have been passed on from generation to generation reflecting the argument behind the Cycles of Disadvantage theory which states that children born in disadvantaged backgrounds are likely to endure the same conditions in their adult life. The 2011 average household monthly income in Helenvale was R2 626 and rose slightly to R2 773 in 2012 (MBDA, 2014). Each household was noted to have an average of 5.3 people. While conducting general observation whilst driving around the community in a taxi, the researcher noted the dilapidated houses and the number of people roaming the
streets on a working day who, based on their age, should be at work. One respondent, however flatly refused to describe his community as poor and instead said that:

*I can’t really say there is poverty here. That’s not the right word. There are many people out of work...let me put it that way to you. If the MBDA did...like the project they are doing now with the school fencing it gets people temporary jobs. But everybody wants work...and it’s not enough for everyone and then they start fighting.*  **Respondent 1**

Whilst the respondent did not want to admit that the community is generally in poverty, he did show that people are struggling financially. Jobs are hard to come by in the community and when they do, it is mainly temporary. In that regard, many people in the community who should be gainfully employed are not working.

### 4.3.2.2 High Unemployment

South Africa, according to the Nelson Mandela Bay Municipality (2015), is experiencing a youth bulge with more than 30% of the population being youth whilst unemployment in the country stands at 26.6%. In Nelson Mandela Bay, 35% of the population is between the ages of 10 – 29 years old, overall unemployment rate stands at 36.6% and youth unemployment is 47.3% (Nelson Mandela Bay Municipality, 2015). The situation in Helenvale in this regard is not peculiar but a reflection of the metro and national trend. However, that as it might be, it is still a cause for concern. In Helenvale unemployment in 2013 was 53.5% with 11.0% of the economically inactive being discouraged workers (MBDA, 2014). MBDA (2014), further asserts that more than 64% of the population in the area are not economically active.

Of all the respondents engaged in the study, 3 indicated that they were employed and 11 were unemployed. Of the 3 that were employed, one specified that he owns a small business that does construction and electrical installations, another one indicated that he does general work and the other did not specify his line of work. The three that are employed are males and no female engaged in this study was employed. This small group of respondents echoed the national trend in terms of high unemployment in the country. The urban renewal nodes are also found wanting on this aspect where high unemployment is prevalent in all the nine nodes.
One respondent indicated that most factories that were a source of work for the community have since shut down. This indicates that a significant proportion of the “potential” working class in Helenvale are semi-skilled and suited for blue collar jobs in industries and factories. Furthermore, not much is happening in Helenvale to create the much needed job opportunities.

With jobs hard to come by, it seems crime and drug trade have become the alternative and lucrative venture and 11 of the 14 respondents bemoaned its effects on their young. The 11 who stated such have children and/or are married which probably explains their concern for their children and the youth in the community in general. All the respondents (14) indicated that lack of jobs and legal income streams is most likely the reason behind the influx of drug trade, gang violence and other vices shredding the moral fabric of the community.

4.3.2.3 Violence and Crime

The researcher had to use public transport to get to the study site for the initial engagement meeting with the community leaders. When he went looking for the right taxi to take him there the following conversation unfolded:

Researcher: Excuse me, I am looking for taxis to Helenvale where can I get them?
Taxi Driver: I am going to Helenvale, get in
Me: Thanks
Taxi Driver: Where exactly in Helenvale are you going?
Me: The Resource Centre
Taxi Driver: Why are you going there?
Me: I have a meeting
Taxi Driver: Ok. I will drop you right at the gate. But be careful. That area can be very dangerous…

After concluding the meeting with the ward counsellor, the following conversation took place:

Ward Counsellor: Are you using taxis to get back to town?
Researcher: Yes, sir
Ward Counsellor: Ok be careful. Don’t walk alone….actually let me ask someone to walk with you and make sure you get into the right taxi. This area can get dangerous…
These are the two sets of conversation the researcher had on his way into and out of Helenvale during the initial introductory visit indicating intentions and purpose of the research. These conversations painted a bleak picture of Helenvale; a dangerous community. Such perceptions can isolate the community and result in social exclusion.

Violence, mainly in the form of gangsterism was repeatedly mentioned as the most unsettling issue in Helenvale. A total of 11 respondents indicated that violence has also contributed to other challenges like children dropping out of school because they the children and the parents don’t feel safe when they are walking in the streets or at school. When probed about the existence of violence in schools and its nature, one respondent said that:

*I had a few friends in school who were part of a gang. I remember one day some of these guys started fighting and pulled out knives on each other. It was scary but here we experience that a lot in the streets. People use knives or guns.* **Respondent 2**

This revealed how dangerous things can get and why some people would rather stay home and not take the risk. During data collection on the 6th of September 2016, around 11:30am, gunshots were heard whilst conducting an interview with one of the respondents. The gangsterism and related violence has resulted in some people choosing not to go to school or to work for safety reasons. One respondent narrated their ordeal when she said that:

*Gangsterism is a big issue here…because of the gangsterism people are afraid to go work because they get mugged whilst walking or even in taxis. So people would rather stay home and some leave their jobs because of safety…tomorrow we are going to do a march again against crime* **Respondent 3**

Various religious groups and community members have, on many occasions held peaceful marches denouncing violence in their community. An example is a march held on 5 March 2014. The Herald (2014), reports that people of the community joined forces in a march against gang-related violence in their streets. The march was sparked by 20 violent deaths that had occurred between January and March of 2014 (The Herald, 2014).
Domestic violence cases were also mentioned by 5 of the 14 respondents as a major form of violence in the community. These statements were corroborated by an MBDA official in The Herald (2013), who indicated that “the area has a high level of domestic abuse”. The Department of Justice and Constitutional Development (2014), indicated that 70% of child maintenance and domestic violence cases heard at the Galvendale court come from the northern areas namely Galvendale, Helenvale and Bethelsdorp.

Domestic violence and violence in general is a result of many social, economic and psychological factors at play. Ryan (1997), notes that there is a correlation between illicit drug use and substance abuse with an increase in violent behaviour. The level of violence ranges from domestic abuse, to fighting between rival drug dealing gangs, to clashing drug traffickers and policing authorities (Ryan, 1997).

4.3.2.4 Drug Trade and Substance Abuse

Crime and drug trade have become a source of livelihood for the Helenvale residents. This is largely linked to the gangs in the community and lack of reliable sources of income. During the official opening of the upgraded Galvendale Magistrates’ Court on 23 April 2014, the Minister of Justice and Constitutional Development, Jeff Radebe, stated the socio-economic challenges in the community which include gangsterism and he indicated that this was linked to the reported drug turf wars amongst over 17 gangs (Department of Justice and Constitutional Development, 2014).

Drugs are also finding their way into schools with 3 of the respondents indicating that the gangs are recruiting the young school pupils and many other children are subsequently introduced to drugs either knowingly or unknowingly.

On a related note, one respondent expressed his discontent with the number of “taverns” that have mushroomed in the community. The respondent stated that:

_I think the metros are giving people too much license for these taverns… that is where a lot of fighting and things start. They drink, they get drunk and its starts. Next to my house is a tavern. Three or four houses away is another tavern._ **Respondent 6**

This proliferation of taverns is a common feature in most townships in South Africa. With high unemployment and many youth dropping out of school, taverns become a lucrative
business for many households and in some cases, a social hub where illicit drugs are sold and consumed and where immoral activities are conducted.

Respondent 1 lamented how the youth are falling prey to the drug lords and eventually substance abuse and gangsterism.

*Let’s take me for instance. I am a pensioner. I can’t afford to buy these named tekkies [sneakers or sports shoes] and brand names for my children. But this tavern boss has got money. He takes my child…buys him nice tekkies, sweaters and all that. So of course he [my child] will go there because he wants to be in the limelight. That’s how they [children] get involved in drugs.* **Respondent 1.**

The youth find themselves trapped in a vicious cycle of poverty and victims to the system that nurtures violence and crime. As a result, school becomes “irrelevant” or deprioritised for these young people. Many are therefore, lured into the fast life of drugs and crime, although other factors can be attributed to the school dropout.

**4.3.2.5 High Rate of School Dropout**

Helenvale has 3 primary schools and one high school. With a predominantly young population, the schools are inadequate to accommodate all learners of school going age. One respondent stated that:

*The schools here don’t have enough teachers and the classes are too big (referring to the number of students in each class or the student-teacher ratio)* **Respondent 13**

Such conditions, the researcher deduces, compromise the quality of learning and might result in some learners losing interest. Other reasons cited for the high rate of school dropout include security concerns for learners who have to cross the gang infested areas to get to high school, lack of support services and incentives and lack of local role models that portray education as a gateway to a better life. One respondent stated that:

*The young people here don’t care about school. If we go out now you will see a lot of them loitering around. Besides, the drug lords are living the good life without school. So these kids want the same lifestyle.* **Respondent 9**
The role models for some of the youngsters are the drug lords. The drug trade business has lured the youth out of school as it promises quick money and material things.

These are but some of the challenges that came out of the interviews with the study respondents. MBDA (2014), echoes the same challenges identified by the respondents and states that Helenvale is an over-populated township where unemployment, crime, drugs, gangsterism and teenage pregnancy are rife. The Nelson Mandela Bay Municipality (2015), also states that Helenvale falls into the areas that are densely populated in the metropolitan which are also characterised by the highest number of people with low income, unemployment, low education and low health standards. Whilst the study respondents acknowledge that they live in difficult circumstances, they have found ways to cope and adapt as the next section shows.

4.3.3 Possibility of Relocating Amidst Challenges

Despite all these problems highlighted in the preceding section, the researcher noted that the community of Helenvale is highly resilient and always finds ways to cope and survive in the midst of the socio-economic chaos. All the interviewees indicated that they have no intention of leaving Helenvale and expressed that they love their community and hope that one day these challenges will all be in the past. Helenvale has a strong communal togetherness that somehow keep the community thriving despite the many challenges they are confronted with on a daily basis.

Helenvale residents don’t want to leave their community. Even when it comes to work, one respondent indicated that:

*The people here expect to find work here. They grew up here and everything they know is in this area…* **Respondent 10**

Another respondent alluded to the notion of “changing mind-sets” suggesting that the people of Helenvale have to appreciate that there are opportunities beyond Helenvale and they can still find good work outside and contribute to the development of their community. The “Die Son” is reportedly the only printed media content that the Helenvale residents read. The Die Son, which means The Sun is a tabloid newspaper in Afrikaans. The lack of enthusiasm amongst the residents to venture out of the community and the preferred media content is evident of how the community has been
boxed and excluded on many levels including politically and physically as well as in terms of culture and race. Helenvale, is thus in a way, an “island” whereby those in the community cannot find it easy to leave and those outside equally find it hard to go into the community, particularly due to safety concerns.

When asked how they picture Helenvale in the next 5 years or so, one of the respondents indicated that:

*Helenvale will be the next Summerstrand…everyone will want to come here.*

**Respondent 2**

Summerstrand is an affluent suburb on the shoreline in Port Elizabeth which is generally regarded as tranquil and economically vibrant. Another respondent said that “this place will be safe and free of crime” **Respondent 7**.

The researcher deduces from these statements that the development ventures that have been implemented by MBDA through HURP have allowed the community to believe again, have hope and see the potential in themselves and the community at large, given the history of the community and the highly complex identity issues experienced by the poor coloured race in general.

Having said that, it is also important to identify the development actors that have been working in the community to bring about social and economic transformation and address the challenges discussed above. This will assist in identifying who else has worked in the community and the developmental contribution they have made in the area. The section below looks at the development agents that have been operating in Helenvale between 2007 and 2014.

### 4.3.4 Development Agents in Helenvale

In assessing the social and economic impact of HURP, the study sought to establish whether there were any other development actors conducting work that is similar to that of the MBDA during the implementation of HURP. This would help in causal attribution which is discussed in the methodology chapter (*See 3.2.1*). Causal attribution refers to a causal link between observed changes and a specific intervention. In this regard, understanding who else was involved in the community will help in ascribing the
perceived impact to the noted interventions and organisation responsible for implementing such.

The study discovered that besides MBDA, no other significant development agents were mentioned to be playing a key development role in Helenvale or implementing development interventions at the same scale as MBDA. Government Departments were allegedly accused of only coming to the community towards election time and disappearing thereafter. One respondent stated that:

*Besides MBDA there are no other big organisations helping us here. Some Departments are letting us down. They only come when they need our support and disappear after. Like just before these elections they came a lot but now we don’t see them anymore.*

**Respondent 1**

It is important to note that the data collection process for this study was undertaken just after the general local government elections. The absence of social development services is a cause for concern especially when MBDA has deliberately created office space at the resource centre to house such departments and/or organisation. It emerged during data collection that some key service providers only come on certain days in the week and are not permanently housed at the resource centre. It could not be established why such departments and/or organisations that provide development services are not available to the residents permanently within the community.

Some government departments in partnership with MBDA and other Non-Governmental Organisations (NGOs) and Non-Profit Organisations (NPOs) as well as religious groups and churches were mentioned to have contributed to the development of Helenvale. Departments and organisations mentioned by name include Department of Social Services, Victim Support Centre (which operates under the South African Police Services), White Door Centre of Hope, Family South Africa (FAMSA), South African National Civic Organisation (SANCO) and Healing Hands Community Project. These organisations have assisted the community through providing legal support for rape and abuse victims, counselling, soup kitchens, donations of clothes and blankets, and other related services.

The researcher deduces that the perception of Helenvale as an unsafe and violent community could also have contributed in deterring other development actors in
venturing into the township to render their services to the residents for community
development. Having established that MBDA and the HURP interventions are largely
responsible for the changes in the community, the following section discusses the
perceived social and economic impact of HURP.

4.3.5 Development Initiatives Introduced Through HURP

The Mandela Bay Development Agency crafted HURP using a two-pronged approach. One of the focus areas was physical and infrastructural development and the other was skills development and creating job opportunities for the community (MBDA, 2014). Under the Urban Renewal Theoretical Framework used in this study, the implementation strategies for HURP fall under physical development and community building (see fig 4.2 below).

**Fig 4.2: Urban Renewal Implementation Strategies**

According to the MBDA (2014), between 2007 and 2014, approximately R78 million was invested in Helenvale under the auspices of HURP. National Treasury, through the Neighbourhood Development Partnership Grant (NDPG) provided the funds for HURP (MBDA, 2014). The respondents engaged for this study were very familiar with what has been happening in their community and managed to identify and state the different projects and developments that were undertaken under HURP. Below is a presentation of those findings and analysis thereof.

4.3.5.1 Physical Developments

This refers to infrastructure and other physical projects that were undertaken by MBDA. Such physical developments include precinct upgrades, transport networks, construction of resource centre and revamping the magistrates’ court. The map below depicts the different physical development projects and where they are located within Helenvale.
4.3.5.1.1 Precinct Upgrades

The respondents stated that MBDA upgraded their neighbourhood by redoing the roads, paving street sidewalks, strategically placing speed bumps, installing street lights and road signs. These were done in phases, namely phase 1, phase 2 and phase 3. According to MBDA (2014), around R40 million was spent on the precinct upgrades. The diagram below (fig 4.4), shows the before and after photo of one of the areas that was upgraded.
Fig 4.4 Street Revamp

Before

After

Source: MBDA, 2014

Fig 4.4 above shows the before and after images on a road section. Key changes there were the side paving for pedestrians and the speed bump put in place to reduce speeding. All these were efforts to increase safety on the roads and also improve the aesthetics of the area. The premises on the picture received new fencing and some vegetation in the form of lawn and trees.

Figure 4.5 below shows another stretch of road that was upgraded. The image shows the before and after. The electricity lines which dangerously stretched across the streets were reconfigured to run parallel to the streets and houses. Other additions noticeable in the images include street lights, road markings, road signs and speed bumps as well as sidewalk paving. One respondent stated that:

*Our streets look neat now, it is safe to walk now and accidents are few since they put the speed bumps.* **Respondent 7.**
After the upgrades, the street looks much safer and easier to use for both drivers and pedestrians as reported by the respondents. Public transport system has also made full use of this upgrade as can be seen from the taxis plying the route in and out of Helenvale (top right). Street lights (top right) and trees have been planted along the sidewalks as well as public benches and bins added (bottom right).

Source: The Matrix, 2014

MBDA also made efforts to create facilities for sport, games and relaxation in the form of recreational parks. In addition to the speed bumps which have made the streets “accident free”, the recreational parks have created a safe zone for everyone to relax and play in, particularly the youth, parents and children, With regards to the parks, one responded mentioned that:

*Through these parks, children are safe and away from the streets and are preoccupied playing. This has helped us a lot. I also have somewhere to go with my kids to relax and watch them play.* **Respondent 9**
This is one of the parks that was set up in Helenvale. It has play facilities for the young and old and a court ideal for basketball, netball and/or tennis. Green spaces in a community are also encouraged as they do not only add aesthetic value but also have a psychosocial effect that promotes mental and physical well-being (Lee, Jordan and Horsley, 2015).

4.3.5.1.2 Helenvale Resource Centre

The Resource centre received a major overhaul at the tune of R38 million (MBDA, 2014). From the respondents’ testimonies, the resource centre is their symbol of pride and joy. The researcher even observed how many people walk in and out of the centre for various needs and engagements. According to MBDA (2013), the resource centre houses a large 500-seater hall, which can be used for meetings, events and sport; two 100-seater venues; 13 offices; a five-a-side football field and caretaker’s cottage. The intention is to have government departments and NGOs offer much-needed services to the community from the centre (MBDA, 2013). The ward counsellor has his office at the centre and other key service providers also make use of the facility to work with the community. Fig 4.7 below depicts the old resource centre and the new state of the art centre.
The discussion above focused on the major physical developments that were implemented by MBDA under HURP. The following section dwells on what MBDA refers to as the “soft projects” that were predominantly focused on social capital and community development.

4.3.5.2 Community Development

MBDA engaged the community in skills and empowerment development initiatives which included capacity development, social engagement and youth leadership programmes.

It is interesting to note that none of the study participants mentioned these initiatives. This lack of awareness could be attributed to the fact that these were once off events that only involved a few people in the community. Furthermore, they are not tangible and physical for easy recollection, as is the case with the physical developments discussed above. Unlike the soft projects, community members physically see the infrastructure developments daily and make use of them on a regular basis. Details of these initiatives were provided by the key informants and sourced from literature.

4.3.5.2.1 Capacity Development

The community was involved in different vocational and life skills training projects that were implemented by MBDA. According to Nelson Mandela Bay Municipality (2010), more than 250 people were trained in different vocational and life skills, namely business
planning, plumbing, welding, catering, early childhood development, sewing, receptionist, leadership as well as raising awareness on HIV and AIDS. With such skills, the trainees were arguably better positioned to find employment or embark on their own income generating ventures.

4.3.5.2.2 Social Engagement

In an attempt to enhance social cohesion, various initiatives were instigated to help the community unite and work together. Such initiatives included street soccer for youth and bingo drive for women (MBDA, 2014). Through social engagement, the community had opportunities to come together, thereby curtailing the ill-behaviour that emanates from being idle and frustrated with one’s socio-economic status. One key informant indicated that:

*The events organised by MBDA sometimes help bring peace. We would see different gangs working together and you would know that for the next few days the streets will be safe and quiet. But after some time the gang violence starts again.* **Key Informant 2**

This shows that the events helped bring the people together, even though temporarily, and provided an opportunity to engage with the different factions, conscientise them and begin the process of behaviour change communication.

4.3.5.2.3 Auxiliary Projects

Different projects were also established to aid the community in having reliable streams of income. A number of Small, Medium and Micro-sized Enterprises (SMMEs) and cooperatives were setup to this end. Such projects became income generating ventures and also provided much needed support and services in the community. MBDA refers to these projects as “quick-win projects” and such projects include:

*Computer lab* – the establishment of the computer lab included registering a cooperative to run it, business training for the cooperative members, mentoring and accrediting the project centre as an accredited training provider (MBDA, 2014). The project thus created jobs and provides much needed computer skills to community members.
**Sewing project** – a sewing cooperative was established which was registered accordingly and training was provided for the members (MBDA, 2014). The cooperative was also provided with basic equipment to initiate the project.

**Soup kitchen** – According to MBDA (2014), this venture was established as a measure to help alleviate poverty and provide much needed nutritional support to the community. A cooperative was established, business training conducted and basic equipment was provided to run the soup kitchen.

These quick-win projects have created employment and provided a sustainable livelihood for some members of the community.

The various projects that have been implemented under HURP are summarised in the table below.
Table 4.2: Results Chain for HURP “Projects” - 2007 and 2014

This table summarises the different projects that have been implemented by MBDA in Helenvale under HURP in the form of a results chain.

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Project/Activities</th>
<th>Outputs</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical infrastructure development – to ensure that residents have access to adequate services such as water, sanitation, public transportation, electricity, health facilities, housing, waste removal etc.</td>
<td>Construction of subsoil drainage to improve storm water drainage</td>
<td>Subsoil drainage put in place</td>
<td>Improved drainage</td>
</tr>
<tr>
<td></td>
<td>Renovation of Helenvale primary school</td>
<td>Ablution facility renovated and admin block that was vandalised restored</td>
<td>Restored education services</td>
</tr>
<tr>
<td></td>
<td>Precinct upgrades (Implemented as phase 1, 2 and 3)</td>
<td>Sidewalks, Speed bumps, Street lights, Parks</td>
<td>Safer streets, Improved aesthetics</td>
</tr>
<tr>
<td></td>
<td>Upgrading Helenvale clinic</td>
<td>Additional consultation room and TB waiting area</td>
<td>Improved health care</td>
</tr>
<tr>
<td></td>
<td>Construction of Helenvale Resource Centre</td>
<td>Helenvale Resource Centre</td>
<td>Increased access to basic social services</td>
</tr>
<tr>
<td>Environmental upgrading and management – improving the appearance of the area through cleaning and greening, urban design and development of the public domain that would contribute towards the creation of a local character and identity. Improving waste collection services, educating community around</td>
<td>Cleaning drive</td>
<td>Waste clean-up and removal</td>
<td>Decreased environmental pollution</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Issues like environmental awareness and recycling</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Local Economic Development</strong> – creating an enabling environment that would be conducive for economic activities through, public infrastructure investment, skills development and training, assisting with establishment of SMMEs and cooperatives, food security programmes etc.</td>
</tr>
<tr>
<td>Training/Capacity Development - including vocational training and life skills</td>
</tr>
<tr>
<td>More than 400 young people trained on the following:</td>
</tr>
<tr>
<td>HIV and AIDS</td>
</tr>
<tr>
<td>Business Skills and Finance</td>
</tr>
<tr>
<td>Computer (hardware &amp; software) training</td>
</tr>
<tr>
<td>Life Skills training</td>
</tr>
<tr>
<td>Entrepreneurship and work placement for 20 youth</td>
</tr>
<tr>
<td>Basic skills in business, how to complete CV’s, job interviews and work placement for 50 youth</td>
</tr>
<tr>
<td>Child and Youth Development for 20 crèche staff through NMMU</td>
</tr>
<tr>
<td>Driver’s license training for 30 community members</td>
</tr>
<tr>
<td>Business development, Plumbing, Welding, Catering</td>
</tr>
<tr>
<td>Increased employability</td>
</tr>
<tr>
<td><strong>Poverty alleviation – enabling or undertaking initiatives that would serve</strong></td>
</tr>
<tr>
<td>Auxiliary Projects (Quick-win Projects) - computer lab - sewing project</td>
</tr>
<tr>
<td>Sport equipment for children over holidays</td>
</tr>
<tr>
<td>Established SMMEs and cooperatives</td>
</tr>
</tbody>
</table>
to assist the indigent with food security, health and housing

- soup kitchen
- Donations and financial aid

NMMU application payment for 40 learners
NMMU Bursaries for 6 students in partnership with Coca-Cola & SABCOHA

Increased access to higher education

Social infrastructure development – to ensure the community is enabled and capacitated to actively participate in development that affects them. To build a sense of community pride and ownership in all aspects of the programme. To provide for facilities to house social development programmes

Social engagement
Youth Leadership programmes

Street soccer for youth
Bingo drive for women

Increased engagement and tolerance amongst different social cohorts

The information from this table was sourced from Nelson Mandela Bay Municipality (2010), MBDA (2014) and corroborated by the study respondents. The researcher thus linked the objectives of Helenvale Urban Renewal Project (HURP) with the corresponding activities as well as the respective outputs and outcomes. This, by and large provided the platform to assess the eventual impact of the project. Project impact is arguably the last link in the results chain. The subsequent section assesses the impact of HURP.
4.4 Socio-economic Impact of HURP Initiatives in Helenvale

The Helenvale Urban Renewal Project (HURP) had a number of objectives that it sought to achieve. In brief, these objectives include: physical infrastructure development, local economic development, poverty alleviation, social infrastructure development and environmental upgrading and management (See the results chain in table 4.2 above). This section will explore the extent to which HURP met these objectives. Furthermore, this section will also assess the impact of the project in line with the theoretical framework used in this study.

The urban renewal theoretical framework employed in this study makes the assumption that urban renewal should lead to low crime rates, reduced stigma, social justice and increased employment (See fig 4.8 below). This section will assess the impact HURP has had against the anticipated impact in the theoretical model. Careful consideration was taken to attest the link between HURP objectives and the expected impact that is referred to in the model. The study also made note of other impacts that are not categorised according to fig 4 below.

**Fig 4.8 Expected Impact of Urban Renewal**

- Lower crime rates
- Reduced stigma
- Social Justice
- Increased employment

4.4.1 High Crime Rate

Crime remains a big issue in Helenvale. Gang related violence and murders, robbery and drug trade top the list. Murder is one of the worst form of crime in Helenvale and gang shootings are the order of the day. Whilst interviewing one of the respondents several gun shots were heard and from the noise it sounded like it was coming from somewhere near the Resource Centre. There was a moment of silence and the interviewee remarked and said:

*I was just talking about that… Can you hear that? That's the kind of thing we live with.*

**Respondent 1**
A while later, after the interview with the above quoted respondent was concluded, the researcher was informed by one of the staff members at the resource centre who was helping in mobilising and coordinating with the respondents that some of the expected respondents will come a little late than expected because they have to wait for the situation related to the gun shots to calm down first.

Here the researcher had a first-hand encounter with the violence in Helenvale. The researcher observed that some people in the community (at least those walking up and down the street near where the shots were heard to be coming from) were not really shocked by the incident. Life continued as if nothing had happened.

**Fig 4.9: Crime Statistics for Helenvale: Murder**

![Graph showing crime statistics for Helenvale, including murder rates for South Africa, Nelson Mandela Bay, and Helenvale.](image)

According to MBDA (2014), residents in Helenvale indicated that the most frequently occurring crimes in the area in 2014 were muggings (29.1%) and shootings (20.9%). Businesses likewise indicated that muggings (40.0%) and shootings (20.0%) were the most frequent crimes in the area. The *Economic Barometer Report* from MBDA (2014), further shows that 64% of all respondents felt either unsafe (46.9%) or very unsafe (14.4%), when outside and alone in a public place in Helenvale. Besides a high murder rate, another form of crime which was repeatedly mentioned by respondents and also
documented in literature is the issue of illegal drug trade and substance abuse in the community.

### 4.4.1.1. Illicit Drug Trade and Substance Abuse

Closely linked to the gangs is the issue of illegal drug trade in the community. All of the respondents indicated that drug trade has fuelled the gang violence as the different factions try to dominate and control certain territories. The different gangs also prey on the young in an effort to recruit them and make them part of their circle. This also creates more tension between rival gangs. A concerned father expressed his worry when he stated that:

*Let’s take me for instance. I am a pensioner. I can’t afford to buy these named tekkies and brand names for my children. But this tavern boss has got money. He takes my child…buys him nice tekkies, sweaters and all that. So of course he (my child) will go there because he wants to be in the limelight. That’s how they (children) get involved in drugs.*  **Respondent 1**

Peer pressure and the desire for material things lures the young into this dangerous business. Furthermore, in a community that has high unemployment, the drug business is seen as an alternative source of income. One respondent stated that:

*It’s difficult to deal with this issue (drug trade) if people have nothing else to do. Some do it for the money and some do it to forget their problems.*  **Respondent 14**

The latter part was interpreted to mean some people use drugs as a way of suppressing their life problems. This shows a vicious cycle, were poverty leads to substance abuse and drug trade and in turn substance abuse leads to poverty.

The study showed that substance abuse is rife and common within the community. Substance abuse becomes a coping mechanism to the many challenges that the ordinary people in the community deal with on a daily basis. One of respondents indicated that she was once a drug addict. MBDA facilitated and paid for her rehabilitation and she has been clean for more than 4 years now. The gangs are a major contributing factor to the crime, drug trade and substance abuse in the area.
4.4.1.2 Alarming Levels of Gangsterism

Whilst this phenomenon is related to crime, it requires special mention because it has grown to alarming proportions in Helenvale. One of the key informants indicated that around 17 gangs are known to exist in the community and each have a turf in which they dominate. It also emerged from the key informants that the resource centre is located right at the centre or boundary of the different gangs. With this area generally regarded as a no zone, the extent of reach has been limited because some people are not comfortable venturing into this territory.

Gang wars are common and community members engaged in the study stated that normally the gun violence is between fighting gang members. Unfortunately, however, innocent people often get caught in the cross fire. According to Gateway News (2014), 117 gang related deaths occurred in Helenvale between 2012 and 2014, with a number of innocent bystanders or witnesses to crimes counted among the fatalities. Some families indicated that they even sleep on the floor because they are scared to be hit by stray bullets (Gateway News, 2014). Gateway News (2014), reports that most of these shootings were by young people aged between 14 and 22 years old, who started out as schoolboy gang members. This is a cause for concern as young people become part of a violent culture.

After HURP came to an end in 2014, MBDA continued working in Helenvale but on a different path through the introduction of the Safety and Peace through Urban Upgrading (SPUU) project. This new project which is expected to run until 2018 is focused on improved safety of public spaces and community facilities, safer schools, in partnership with the community, domestic violence prevention, improved housing and improved employment opportunities for youth (MBDA, 2016). SPUU in part seeks to deal with issues of social stigma in the community.

4.4.2 Social Stigma

Most communities identified for urban renewal have a social stigma that they are known for or associated with. Generally, Helenvale is regarded as a poor community. As such the developments that are instigated should be done in a way that dispels this stigma and does not perpetuate it. For the most part, HURP succeeded in this endeavour largely because the project focused more on public spaces which benefit everyone in
the community and not just for the poor. Social stigma is commonly noticeable in housing projects. Walker, Ballard, Taylor and Hillier (2003), note that social stigma amongst the socially disadvantaged is reinforced by producing houses that are easily identifiable as social housing.

Furthermore, Helenvale is still regarded as a dangerous community despite the efforts to integrate the area with the rest of Nelson Mandela Bay through urban renewal. This tag has stuck with the community, so much so that the mere mention of the area raises concerns about safety. This is evidenced in the initial conversation that the researcher had when going to the community for introductions with the leadership in the area.

The infrastructural improvements made in the area have done little to transform the behaviour amongst the community members with regards to crime and violence and this in turn, has failed to change the perception of outsiders about Helenvale. These perceptions are rooted in history of the community. It is also important to assess if HURP managed to address issues of inequality through social justice.

4.4.3 Social Justice

Urban renewal has been implemented in South Africa to address historical and colonial inequalities. These inequalities oppressed the poor and relegated them to the fringes of the city where means of production and avenues for participation in the local economy were constrained. HURP managed to bring key social services to the community, link the area to the rest of Port Elizabeth through improved transport networks and by providing skills and improving capacity of the social capital.

Prior to the construction of the new resource centre, residents of Helenvale had to commute and go out of their community to access service entities like Department of Social Work, South African National Council on Alcoholism and Drugs (SANCA) and Families South Africa (FAMSA). Now these service providers have designated days in a week when they come to the resource centre and assist the community with counselling, training and other services that they provide. According to the respondents, social workers come on Monday and SANCA comes on Fridays to offer their services to the community. Despite these service providers not setting up office permanently at the resource centre, the community is at least able to access such services in their backyard. As one respondent put it:
At least now people don’t have to go far to get help. And sometimes they don’t even have the money for taxis. At least it’s better than before. Respondent 10

The community feels that they are now part of society and that development actor’s care for them and are responding to their needs.

4.4.3.1 Improved Safety and Social Amenities

The street lights, the speedbumps and sidewalks have made the community safer. One respondent indicated that the speedbumps have helped reduce accidents, especially those involving children being hit by cars on the road. She stated that

There has not been an incident of a child being hit on the road since they put these speed bumps. Before it was pretty bad because of how the drivers are always racing in the streets and children used to play in the streets. Respondent 5

The different upgrades in the community have improved the public amenities and the aesthetics of the public spaces. This has, despite the numerous challenges, made the residents feel proud of their community and have hope for a better tomorrow. Furthermore, these upgrades and facilities have “modernised” the area making it part of the modern landscape in the city. However, with the housing component not being part of HURP, the physical development in the community stand in sharp contrast to the surroundings particularly the houses in the area. See fig 4.10 below.
This facility has become an element of pride for the community. The centre has state of the art facilities with a large 500-seater hall; two 100-seater venues; 13 offices; a five-a-side football field and caretaker’s cottage. However, the resource centre stands in sharp contrast to the surrounding dwellings. Whilst the resource centre is modern, spacious and affluent, the houses in its vicinity, as is predominantly the case in the whole of Helenvale, are compact, dilapidated and as old as the settlement. This contrast between the new and the old puts the successes of urban renewal in the townships on one hand and exposes the challenges that still remain on the other.

4.4.4 Skills Development and Employment

Through MBDA, small businesses in the area have been on a regular basis, subcontracted to provide services needed. One of the respondents stated that:

I did the lighting (electrical installations) here (resource centre)…. I am so glad man. My company did the lighting here. I didn’t do it for free, they paid me. MBDA has created jobs for our people…**Respondent 1.**
A number of SMMEs and Cooperatives have been established in the community. Job opportunities have also been created through MBDA initiatives in the community. However, unemployment remains high. With unemployment standing at 26.6% in South Africa, Helenvale has not been spared from the job crises. As depicted on the demographic profile of the study respondents, only 3 of the 14 were employed.

Data from MBDA (2016), paint a grim picture of an unemployment rate of 28.3 % in the area, with youth unemployment greater than 40%. Around 30% of the households in Helenvale have income of R800 or less (MBDA, 2016). An economic impact assessment of the Helenvale upgrades indicated that 312 new job opportunities were created in 2013 (MBDA, 2014). The report states that these opportunities arose from the direct, indirect and induced effects of the upgrades. One respondent summed up the prevailing challenge in the community with regards to finding work when he stated that:

_I can’t really say there is poverty here. That’s not the right word. There are so many people out of work…let me put it that way to you. If the MBDA did…like the project they are doing now with the school fencing and everybody wants work…and then they start fighting._ Respondent 1.

Jobs are so scarce that when a temporary opportunity arises through the MBDA initiatives people fight to be employed. It is even difficult for MBDA or the community leaders to know who to pick and who to leave out when such opportunities come because so many people are in need of work and they scramble, so to speak, for any form of work that can give them an income.

The urban renewal initiatives in Helenvale have had a positive impact in the community but from the findings above, the impact has not been at the anticipated scale. The next section explores ways to ensure that urban renewal initiatives are sustainable.

4.5 Urban Renewal Initiatives: Characteristics and Strategies to Ensure Sustainability

By renewing or regenerating themselves, cities are trying to be attuned to the rapidly changing global trends (Eren, 2014). In the context of South Africa, urban renewal has been widely necessitated by the need to redress the socio-economic imbalances of an
oppressive colonial system that created huge inequalities (Department of Provincial and Local Government, 2006). This research notes that there are different criterion and characteristics used to categorise the urban renewal initiatives as sustainable and successful. This study is widely informed by the theoretical framework employed and the South African National Urban Renewal Implementation Framework. This section will outline these elements as a response to one of the objectives of this study.

4.5.1 Characteristics of Sustainable Urban Renewal Initiatives

Characteristics of a sustainable urban renewal initiative can be grouped into 3 broad core elements, namely holistic policy, effective formulation and implementation and sustainable exit strategy. These elements are discussed below.

**Holistic Policy:** Policy provides the much needed national, provincial and local support required to ensure that the initiative succeeds. Furthermore, policy ensures that the programme is tailor made to fit into and operate in tandem with other existing local and national development endeavours. Such policy should also take cognisance of the economic, social, political, economic and environmental spheres. The policy should place emphasis on:

- Reviving urban design;
- Improving living conditions in the built environment;
- Developing multi-functional economic activities;
- Job creation for the locals;
- Giving priority to marginal groups for access to basic services;
- Sustaining gender equity;
- Protecting cultural identity and respecting lifestyle of all;
- Increasing public awareness on ecological issues; and
- Protecting biodiversity (Department of Provincial and Local Government, 2006).

**Effective formulation and implementation:** A bottom up approach and people participation is pivotal in the pursuit of successful urban renewal initiatives and sustainable development. Public participation will also ensure that the community owns the urban renewal process and become custodians of the project which they can continue with even after the implementation agent pulls out. Key in this process include the following:
• Having appropriate legal instruments in place;
• Having a plan in place that includes all stakeholders;
• Strengthening the decision making process to include views of the community;
• Consistent and dedicated public authorities/institutions involved;
• Backstopping support throughout the lifecycle of the project;
• Timeous planning and implementation; and
• Communication and access to information and knowledge about projects by community

**Sustainable exit strategy:** given that URP was planned to run for 10 years in the respective nodes, ultimately the implementing agent will pull out. It is therefore imperative to ensure that human capital in the community is developed such that the much needed skills and expertise will be locally sourced going forward. Prior to exit, URP initiatives need to:

• Entrust community with project outputs
• Put in place systems and structures that ensure self-sustenance
• Create a ripple effect for skills transfer and continuation

### 4.5.1.2 Strategies to Sustain the Positive Impacts of Urban Renewal Initiatives

The projects implemented by MBDA in Helenvale did have positive effects in the community despite being limited. Similar projects implemented in South Africa under the URP banner in the presidential nodes have shown more or less the same trend. It is important to ensure that such initiatives that have been implemented in townships like Helenvale and other parts of South Africa are sustainable and not become “white elephants” or the gained skills are not utilised due to limited opportunities.

For such projects to be sustainable, there is need to address the root causes and not the symptoms of the problems in the community. The theoretical model used in this study shows the possible underlying challenges existing in townships and their primary causes. The theories underpinning urban renewal include cycles of disadvantage, physical determinism, social exclusion, concentration of the urban poor and social capital. Addressing the challenges espoused in these theories will ensure that communities thrive.
With the realisation that by 2030, 64% of the population in South Africa will be living in urban areas and the recognition that poverty is rapidly urbanising, having adequate infrastructure and growing the human capital is important to ensure that the urban renewal initiatives are sustainable (Department of Provincial and Local Government, 2010). Most of the key infrastructure is now in place within the targeted nodes, however, housing remains a missing link in this process. According to Housing Development Agency (2013), affordable housing appears to be a neglected component of the current urban renewal initiatives in South Africa. Furthermore, there is need to embark on behaviour change communication to instil stewardship, arrest crime and violence and promote united citizenry. A robust and holistic policy will also go a long way in ensuring that the urban renewal initiatives benefit the current generation and the generations to come.

4.6 Policy on Urban Renewal in South Africa

Literature has shown that South Africa has a wide array of policies linked to urban renewal. However, these policies are not explicit and succinct in speaking to urban renewal. It also emerged that there is no standalone policy that comprehensively speaks or informs Urban Renewal initiatives. The main guiding document is the National Urban Renewal Implementation Framework. This guiding document, has an implementation framework which is divided into Policy and Strategic Framework, Funding and Financial Framework, Organisational and Institutional Framework, Management Systems and Procedures and Human Resources and Capacities (Department of Provincial and Local Government, 2006). This section will just focus on the Policy and Strategic Framework and how it informs the policy around urban renewal in South Africa.

4.6.1 Policy and Strategic Framework

The Urban Renewal Programme (URP) began in 2001 as a programme of action rather than as a policy framework (Department of Provincial and Local Government, 2006). In that regard, the statement of intent floated in a void without a policy framework to inform and guide. The policy and strategic framework which was crafted in 2006 was therefore, an attempt to make the current urban development policies clear and coherent with regards to urban renewal in South Africa. Prior to this the policy aspects relevant to
urban renewal were scattered across different policies and programmes. One key informant summed up URP when he said that:

*It [HURP] was a political response to identified challenges. Key Informant 2*

South Africa has been described as having two separate economies; the first economy is advanced, sophisticated, and based on skilled labour, which is becoming more globally competitive and the second economy is mainly informal, marginalised, unskilled, and populated by the unemployed and those unemployable in the formal sector (Department of Provincial and Local Government, 2006). The majority of South Africa, particularly the black population is still trapped in the latter. Addressing this divide and attending to issues around social injustice is a high priority for the state as the current situation has created a huge rift between the so called ‘haves’ and the ‘have-nots’. URP is one such programme that seeks to address the socio-economic and historical inequities which continue to oppress the black community.

URP also builds on initiatives like Local Economic Development (LED). LED is a programme that seeks to reduce poverty. In South Africa, it does so by encouraging local people to work together to achieve sustainable economic growth and development, thereby bringing economic benefits and improving the quality of life of residents in a local municipal area (Department of Provincial and Local Government, 2006).

Considering the first and second economy policy thrust and based on other policies communicated by the Department of Provincial and Local Government (2006), the URP must be located in, and draw content from the National Spatial Development Perspective (1995) and the Department of Housing National Urban Framework (1997). The National Spatial Development Perspective seeks to facilitate economic growth and job creation by promoting investment in South Africa’s internationally competitive industries. It involves strategies to fast-track private sector investment, to stimulate the growth of SMMEs and to enhance the empowerment of local communities (Department of Provincial and Local Government, 2006). These strategies have, in part, been employed in the URP nodes. According to the Department of Provincial and Local Government (2006), while these policy documents are the most important of the urban national policy frameworks, none of them explicitly address urban renewal in any detail.
The Department of Housing National Urban Framework spells out the need to overcome the separation between spatial and economic planning in South African cities and ensuring that integrated planning underpins urban development projects. The framework also notes the alienation and exclusion experienced by townships and informal settlements and stresses the need to connect them to places of opportunity. This is well expressed in the theory of exclusion, which is, one of the theories underpinning urban renewal and relevant to the targeted nodes in South Africa. This aspect therefore informs the URP policy and implementation strategies. Furthermore, the urban development framework stresses on local economic development (LED) which is pivotal to urban renewal processes.

The Reconstruction and Development Programme (RDP) also paved way for urban renewal in South Africa through its Special Integrated Presidential Projects (SIPPs). According to the Department of Provincial and Local Government (2006), SIPPs was rolled out to improve the living conditions of the poor in an integrated manner as the country began its democratic transition from the apartheid era. A total of thirteen projects were implemented which were all considered as success stories upon evaluation. In this regard, URP took up a few lessons from SIPPs which include, assigning presidential status to the initiative; focusing on distinct, geographical priority areas; undertaking integration and the horizontal and vertical alignment of government activities and having pilot projects to test policy and change government practices (Department of Provincial and Local Government, 2006).

URP was born out of the need to address urban poverty and underdevelopment. The South African Cities Network (2003) classified urban renewal areas in South Africa into three distinct typologies.

(i) Urban centre upgrades - inner city areas that have experienced capital flight and decline.

(ii) Informal centre upgrades - large freestanding informal settlements often near the urban periphery.

(iii) Exclusion area upgrades - areas characterised by high levels of economic, social and political exclusion from the mainstream. The exclusion category is further
subdivided into areas that have been excluded by design and areas that have been excluded by decline.

URP focuses on exclusion area upgrades and more specifically areas that have been excluded by design. In essence, the guiding instruments exist for use by the urban renewal initiatives in South Africa. This has allowed the programme to be operationalised in all the nine pilot sites.

4.7 Chapter Summary

By and large, the Helenvale Urban Renewal Project (HURP), has been a success story in the community. The Helenvale community members attest to the social and economic impact of the project on their personal lives and on the community at large. As discussed in this chapter, although the project has had notable success, a myriad of challenges still exist in the study area of Helenvale and other parts of South Africa where similar interventions were implemented. Having said that, like many development projects, such an initiative cannot be viewed as an end in itself, but rather a vehicle to realise better social and economic transformation in the once marginalised townships. It is noteworthy that Helenvale alone cannot reflect all the challenges that are experienced in all the nine nodes. Furthermore, the socio-economic impact of HURP cannot be perceived as reflective of the impact experienced in all urban renewal sites. However, this study still gives an informed perspective of the challenges in townships and impacts of urban renewal that can be applied to the other sites.
CHAPTER 5
STUDY LIMITATIONS, RECOMMENDATIONS AND CONCLUSION

5. Introduction

This study evaluated the social and economic impact of Urban Renewal initiatives in South Africa’s townships with a particular focus on the Helenvale Urban Renewal Project (HURP) in Port Elizabeth. This chapter outlines the limitations of this particular research and proposes ways in which similar studies can be conducted to yield the best possible outcome. A set of recommendations is also provided that seek to inform Urban Renewal Initiatives in South Africa going forward.

5.1 Limitations

The research encountered a few challenges that had a bearing on the study process and outcomes. Study limitations, according to Simon and Goes (2013), are matters and occurrences that arise in a study which is beyond the researchers’ control. The limitations that were encountered in this research include the following:

- Due to time, financial and human resource constraints, the study was restricted to the Urban Renewal Programme (URP) in Helenvale in Port Elizabeth. This study focused on one of the 9 nodes where URP was implemented in South Africa.

- Mobility in the study area was limited due to safety concerns. As such, the researcher had to rely on still photographs from different sources that captured the physical developments done in the community under HURP. Using observations to gather data was thus less effective as the researcher was confined to the resource centre during the data collection process.

- 2016 was local government elections year in South Africa. As such, data collection coincided with the election period and had to be delayed until after the elections to avoid any prejudiced responses from the community—community members may assume that the evaluation exercise was politically linked.
• The study was mainly qualitative in nature as it sought to get the communities perspective on the social and economic impact of urban renewal initiatives, particularly HURP. This limited the extent of the study reach in terms of the number of participants. Furthermore, self-reported testimonies on perceived impact can be biased and Wiersma (2000), points out that qualitative studies are difficult to replicate because such studies occur in a natural setting and many parameters are beyond the control of the researcher.

Despite these limitations stated above, the research managed to generate reliable and valid information which, to a great extent, answered the research questions and highlighted the social and economic impact of urban renewal initiatives in South African townships. In light of the findings, the research makes some recommendations on how Urban Renewal initiatives can be effectively implemented for sustainable outcomes.

5.2 Recommendations for Urban Renewal Initiatives in South Africa

From the study findings, the researcher proposes the following recommendations to be adopted within the current and future urban renewal programmes in South Africa:

• Given the number of townships and informal settlements in South Africa, a policy is needed that speaks directly to issues of urban renewal and how to implement such. Whilst, according presidential status to URP nodes creates the impetus for action, having a comprehensive policy will allow for accountability and sustainable development in the current and future urban renewal nodes.

• Active engagement of the communities to ensure that projects are sustained even beyond their lifecycle is critical. The community needs to actively participate during all phases, from planning to implementation and evaluation. The project should not only be for the community but it should also be by the community.
• One major challenge bedevilling townships in South Africa is that of housing. According to the Department of Provincial and Local Government (2006), the City of Johannesburg is estimated to have a housing backlog of 240 000 units, with 160 informal settlements and Nelson Mandela Bay alone has over 23 000 informal areas and 49 000 backyard shacks (Nelson Mandela Bay Municipality, 2015). These informal settlements and backyard shacks are normally found within townships and Helenvale, the study site, is no exception. It is therefore, imperative to make affordable housing a component of urban renewal (Housing Development Agency – HDA, 2013).

• There is the need to ensure that enough financial and human resources are allocated for such ventures. The study revealed that only 4 people were employed on a full-time basis by MBDA to run HURP in Helenvale. These people indicated that they were strained and it was not easy implementing the project with such a thin staff component.

• Ensure buy-in from the community, government and public sector. More could have been achieved in Helenvale for example, if other actors were also engaged in development initiatives that complemented the efforts of MBDA. The study revealed that besides MBDA, no other key development agents were involved in implementing development projects in the community and those involved were doing so at a small scale.

• It is important to be sensitive to the needs and available assets of each community and respond accordingly instead of adopting a one-size-fits-all approach. The identified nodes have similar characteristics and challenges but each community will likely have unique needs and ways in which they would like their challenges to be resolved.

• This study also briefly looked at the Motherwell Urban Renewal Project (MURP), the Alexandra Urban Renewal Project (ARP) and the Khayelitsha Urban Renewal Project. All these urban renewal initiatives relatively improved the socio-economic standing of the targeted communities. However, these
projects, just like HURP seemed to focus more on physical development and were found wanting on community development. As a result, crime, unemployment, violence and general unrest remain widespread in these areas overshadowing the gains made from the urban renewal and in particular the physical developments and the related gains. The already implemented urban renewal initiatives can be used as case studies from where to draw lessons for future initiatives.

These are merely suggestions for development actors and can be adopted and/or adjusted in accordance with the particular developmental needs of a specific area. The following sections provides a few suggestions on how to conduct similar studies and address some of the limitations discussed above.

5.3 Recommendations for Similar Studies

Although this study will significantly add to the existing body of knowledge, it is by no means exhaustive. As such, the researcher proposes a few strategies that can close the remaining knowledge gaps.

Such recommendations include:

- Using a mixed method approach in impact evaluation studies could yield more substantive information and provide the much needed holistic overview of the extent of the impact of URP in South Africa. According to Bamberger (2012), combining qualitative and quantitative methods extends the comprehensiveness of evaluation findings through results from different methods that broaden and deepen the understanding reached. Furthermore, triangulation of findings enhances the validity and/or credibility of evaluation findings by comparing information obtained from different methods of data collection (Bamberger, 2012)

- In order to produce findings that can be generalised to the entire urban renewal initiatives in South Africa, more urban renewal nodes would need to be included in the study. This would require extensive travel, more time and additional research assistants to get a national synopsis of the state and impact of urban renewal in South Africa.
Urban renewal remains an area of interest for both researchers and development practitioners in South Africa. This is mainly due to the number of marginalised township communities and their continued exclusion from the mainstream economy. This research therefore forms part of the process of adding insight on the urban poor and what is being done to help them. The research therefore aspires to be another small building block in the quest for sustainable urban development.

5.4 Conclusion

This study was insightful and managed to bring to the fore the social and economic impacts of urban renewal in South African Townships. The focus was on the Helenvale Urban Renewal Project (HURP) and how it has improved the social standing and economic well-being of the residents of Helenvale. Whilst progressive urban development polices exist in South Africa, they do not explicitly address the issue of urban renewal. The National Urban Renewal Framework acts as the guiding document that extracts the fundamental elements from the relevant policies and informs urban renewal implementation in the townships in South Africa. By and large and based on the study findings, HURP has positively impacted Helenvale through job creation, improved aesthetics, enhanced public spaces and improved transport system in the community resulting in notable social and economic development. The Nelson Mandela Bay Municipality (NMBM) and eventually the Mandela Bay Development Agency (MBDA), were instrumental in transforming Helenvale, albeit the persistent challenges. These interventions have created the impetus for further engagement and support as noted through the Safety and Peace through Urban Upgrading (SPUU) project which builds on from HURP. Violence, crime and drug trade remain serious concerns and the community still needs support from all fronts for the desired impact of a safe and socio-economically progressive community to be realised.
References


Housing Development Agency – HDA, 2013: *Reviving our Inner Cities: Social Housing and urban Regeneration in South Africa*, Research Report, South Africa


MBDA 2013: *Annual Report 2012/2013*, Port Elizabeth, South Africa


MBDA, 2016: *Lessons from Helenvale*, Port Elizabeth, South Africa


Morse, J., 1994: *Designing Funded Qualitative Research*, Thousand Oaks, California, USA.


Onatu, G and Ogra, A, n.d.: Alexandra Urban Renewal Project and Neighborhood development: An unanswered questions?, Faculty of Engineering & Built Environment University of Johannesburg, South Africa


The Northern Areas People’s Development Initiative – NAPDI, nd: “The Northern Areas – A Place to: Live, Learn, Work, Play, Pray”, *The North Star Scenario*, Port Elizabeth, South Africa.


## APPENDICES

### Appendix A: Thematic Data Analysis

<table>
<thead>
<tr>
<th>No</th>
<th>Theme</th>
<th>Sub-theme</th>
<th>Learning from different sources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td><strong>Interviews (verbatim text)</strong></td>
</tr>
<tr>
<td>1</td>
<td>Social and economic issues in Helenvale</td>
<td>1.1 Violence</td>
<td>- Violence is a big issue here</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Be careful that area can be dangerous</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Because of the gangsterism people are afraid to go to work because they get mugged whilst walking or even in taxis</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.2 Crime</td>
<td>There are no jobs here. People have nothing to do</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.3 Unemployment</td>
<td>The young people here don't care about school. If we go out now you will see a lot of them loitering around</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.4 High rate of school drop out</td>
<td>Most families rely on one person who will be working and it's not enough</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.5 Poverty</td>
<td>Most families rely on one person who will be working and it’s not enough</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In Helenvale unemployment in 2013 was 53.5% with 11.0% of the not economically active being discouraged workers</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Northern areas including Helenvale have a high incidence of violence and crime in Port Elizabeth</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Helenvale murder rate is higher than the national average</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Main focus of HURP included skills development and job creation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Helenvale has 3 primary schools and one high school</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In 2011 average household monthly income in Helenvale was R2 626</td>
</tr>
<tr>
<td>2</td>
<td>Projects implemented under HURP</td>
<td>2.1 Projects implemented under HURP</td>
<td>Physical developments -Precinct upgrades -Helenvale resource centre -Parks</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2.2 Community development -Skills training -workshops</td>
<td>I saw many young people being trained in different things</td>
</tr>
<tr>
<td>3</td>
<td>Social and economic Impact of HURP</td>
<td>-Skills development</td>
<td>Some young people have been trained which is a good thing but it is still not easy to get a job</td>
</tr>
<tr>
<td></td>
<td></td>
<td>-Created jobs</td>
<td>My company did the lighting here. I didn’t do it for free, they paid me. MBDA has created jobs for our people</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Policies on urban renewal</td>
<td>Guiding framework</td>
<td>No specific policy on urban renewal It was a political response to identified challenges</td>
</tr>
<tr>
<td>---</td>
<td>---------------------------</td>
<td>------------------</td>
<td>-----------------------------------------------------------------</td>
</tr>
</tbody>
</table>

- Improved amenities
  - Sense of pride and belonging
  - Instilled hope and pride
  - Community still not safe

Children now have somewhere to play and not in the street
Improved transport system

This place will be like Summerstrand in the next 5 years…everyone will want to come here

Gangsterism and violence is still a big concern here

SPUU has taken over from HURP with 5 mandate areas namely
- safety of public spaces and community facilities,
- safer schools, in partnership with the community,
- domestic violence prevention,
- improved housing and,
- improved employment opportunities for youth

Policies on urban renewal
Guiding framework
No specific policy on urban renewal
It was a political response to identified challenges

National Urban Renewal Framework of 2003 and other related policies have guided URP
Appendix B: Key informant Interview Guide

Informed Consent Information

My name is Albert Kagande (Student number 214127265) and I am a Masters Student studying Development Studies at NMMU. I am currently conducting a study to assess the social and economic impact of the Helenvale Urban Renewal Project (HURP) in Helenvale, Port Elizabeth.

It is expected that the study will produce information that will provide an insight into the changes (both positive and negative) brought about by the project in the community. Your cooperation, which is crucial to the success of the study, will be appreciated.

Your agreement to participate in this study is voluntary and you are assured that all information will be treated confidentially. Anonymity is guaranteed as no personal identification information will be recorded.

During the interview, I would like to use my phone to record our conversation, if that’s ok with you. I will also write down some notes during the interview as well. Please feel free to ask any questions during the interview. If for any reason you decide to withdraw from the interview at any stage, you are entitled to do so and it won’t be held against you.

The interview process will require at least 40 minutes of your time.

If you understand and agree to these conditions, you can give me your oral consent and we can commence the interview.
Guiding Questions

*Interviewing persons that played a key role in the implementation of the Helenvale Urban Renewal Project (HURP).*

**Note to self:** *Take note of interview date, start time and finishing time*

1. **Role and Capacity**
   - What was your role in HURP and how long were you involved in the project? [From inception/during implementation/throughout the project life cycle?]
   - What other key stakeholders have been involved in this project and what was their role?
   - How many people from your organisation were directly involved in implementing HURP?
   - How were funds sourced and where there any conditions attached from these sources?
   - How much was spent on the different interventions implemented under HURP?
   - To what extent was the community involved in this project and what was their role?

2. **Overall impact**
   Why were these two sites (Proper and Gaat) chosen as implementation sites out of the 4 formal residential zones in Helenvale?
   - What were the expected outcomes and impact of the project?
   - Did it work? Did HURP produce the intended impacts in the short, medium and long term?
   - For whom, in what ways and in what circumstances did HURP work?
   - What unintended impacts (positive and negative) did HURP produce?

3. **Nature of impacts and their distribution**
   - Are the noted impacts likely to be sustainable?
   - Did these impacts reach all intended beneficiaries? Influence of other factors on the impacts?
• Were there other development interventions being implemented around the same time as HURP by other development agents?
• If so, how did HURP work in conjunction with other interventions, programs or services to achieve outcomes?
• What helped or hindered HURP to achieve these impacts?

4. Policy Landscape
• What policy/guiding framework at national/provincial/local level guided/facilitated the implementation of HURP?
• Do you think the existing policies are adequate and if not what are the gaps and what can be included?

5. How it works
• How did HURP contribute to [intended impacts]?
• What were the particular features of [the intervention] that made a difference?
• What variations were there in implementation?
• What has been the quality of implementation in different sites (Proper and Gaat)?

6. What could have been done differently?
Did HURP achieve what it set out to achieve?
Any recommendations

Thank you for your time and participation
Informed Consent Information

My name is Albert Kagande (Student number 214127265) and I am a Masters Student studying Development Studies at NMMU. I am currently conducting a study to assess the social and economic impact of HURP in Helenvale, Port Elizabeth.

It is expected that the study will produce information that will provide an insight into the changes (both positive and negative) brought about by the project in the community. Your cooperation which is crucial to the success of the study will be appreciated.

Your agreement to participate in this study is voluntary and you are assured that all information will be treated confidentially. Anonymity is guaranteed as no personal identification information will be recorded.

During the interview, I would like to use my phone to record our conversation, if that’s ok with you. I will also write down some notes during the interview as well. Please feel free to ask any questions during the interview. If for any reason you decide to withdraw from the interview at any stage, you are entitled to do so and it won’t be held against you.

The interview process will require at least 60 minutes of your time.

If you understand and agree to these conditions, you can give me your oral consent and we can commence the interview.
Guiding Questions

*Interviewing residents of Helenvale on their perceived social and economic effects of the Helenvale Urban Renewal Project (HURP).*

**Note to self:** Take note of interview date, start time and finishing time

1. **Introduction** Chat about getting to interview etc. How are things going with you today?

2. Can you tell me a bit about yourself: how old you are, who you stay with and what you do for a living? Children, etc.?

3. How long have you lived in Helenvale?

4. **HURP, MBDA and Use of services**

Are you familiar with MBDA and the HURP? *Points to cover:* What do you know? How did you hear about it? Which initiatives did they introduce? Which of these do you make use of? How do you feel about these initiatives?

5. What challenges do you face as a resident of Helenvale? *Points to cover:* social, economic and any other issues.

6. Has HURP helped you overcome the challenges (social; economic) you face in this community? *Points to cover:* Which initiatives helped you and how has it changed/transformed your life. [Look for social and economic effects]

7. Do you feel involved and that as a community you were part of the process of HURP? [Planning, implementation etc.]

8. Who else has come into Helenvale to provide support in addressing existing challenges? If yes was this before/during/after HURP? And what support was provided?

9. What are your future aspirations?

10. Where do you see yourself in the next 5 to 10 years? Do you intend to move out of Helenvale, why/why not?
11. **Ending** - Any ways in which you would like services improved both for yourself and for other people in the community? Anything else that you would like to say about HURP and the situation in Helenvale at the moment?

11. **Switch off tape** – make sure participant is comfortable, reassure about confidentiality and interest, chat, etc.

*Thank you for your participation*
Appendix D: Ethical Clearance

ETHICS CLEARANCE FOR TREATISES/DISSERTATIONS/THESSES

Please type or complete in black ink

FACULTY: Business and Economic Sciences

SCHOOL/DEPARTMENT: Development Studies

1. (surname and initials of supervisor) de Klerk A., the supervisor for (surname and initials of candidate) Kagande A.T. (student number) 214127265 A candidate for the degree of Masters in Development Studies with a treatise/dissertation/thesis entitled (full title of treatise/dissertation/thesis):

The Socio-economic Impact of Urban Renewal Projects in South Africa Townships

Considered the following ethics criteria (please tick the appropriate block):

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Is there any risk of harm, embarrassment of offence, however slight or temporary, to the participant, third parties or to the communities at large?</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>2. Is the study based on a research population defined as 'vulnerable' in terms of age, physical characteristics and/or disease status?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>2.1 Are subjects/participants/respondents of your study:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Children under the age of 18?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>(b) NMMU staff?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>(c) NMMU students?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>(d) The elderly/persons over the age of 60?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>(e) A sample from an institution (e.g. hospital/school)?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>(f) Handicapped (e.g. mentally or physically)?</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>3. Does the data that will be collected require consent of an institutional authority for this study? (An institutional authority refers to an</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>organisation that is established by government to protect vulnerable people</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>3.1 Are you intending to access participant data from an existing, stored repository (e.g. school, institutional or university records)?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>4. Will the participant’s privacy, anonymity or confidentiality be compromised?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>4.1 Are you administering a questionnaire/survey that:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Collects sensitive/identifiable data from participants?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>(b) Does not guarantee the anonymity of the participant?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>(c) Does not guarantee the confidentiality of the participant and the data?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>(d) Will offer an incentive to respondents to participate, i.e. a lucky draw or any other prize?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>(e) Will create doubt whether sample control measures are in place?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>(f) Will be distributed electronically via email (and requesting an email response)? Note:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● If your questionnaire DOES NOT request respondents’ identification, is distributed electronically and you request respondents to return it manually (print out and deliver/mail); AND respondent anonymity can be guaranteed, your answer will be NO.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● If your questionnaire DOES NOT request respondents’ identification, is distributed via an email link and works through a web response system (e.g. the university survey system); AND respondent anonymity can be guaranteed, your answer will be NO.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Please note that if ANY of the questions above have been answered in the affirmative (YES) the student will need to complete the full ethics clearance form (REC-H application) and submit it with the relevant documentation to the Faculty RECH (Ethics) representative.

and hereby certify that the student has given his/her research ethical consideration and full ethics approval is not required.

SUPERVISOR(S)  
HEAD OF DEPARTMENT  
STUDENT(S)  

20/04/2014  DATE  
13/09/2016  DATE  
13/04/2016  DATE
Appendix E: Letter from Editor

To whom it may concern,

RE: Confirmation; provision of editing services

This letter serves to confirm that the Master’s in Development thesis titled: *The Socio-economic Impact of Urban Renewal Projects in South African Townships* by Albert Kagande was edited for language and grammar by Chengetai Chikadaya of Post-Script. Chikadaya holds a Bachelor’s Degree in Media, Communication and Culture and a Master’s Degree in Applied Media Studies. She has been providing editing services since 2012.

Please do not hesitate to contact me for any further questions or queries.

Yours Sincerely,

Chengetai Chikadaya

*Editor, Post-Script*
Appendix F: Turnitin Report

Turnitin Originality Report
- Processed on: 07-Jan-2017 12:41 SAST
- ID: 757298021
- Word Count: 33033
- Submitted: 1

Kagande_EDS510_Treatise (Final)
By Albert Tafadzwa Kagande

Similarity Index
12%

Similarity by Source
Internet Sources:
  10%
Publications:
  2%
Student Papers:
  6%