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THE ROLE OF SOCIAL HOUSING IN URBAN REGENERATION: THE CASE OF  
JOHANNESBURG

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for the degree of Master of Arts  
in  
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at the  
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SUPERVISOR: PROF. BUSANI MPOFU

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## DECLARATION

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I declare that “The role of social housing in urban regeneration: the case of Johannesburg” is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

I further declare that I submitted the dissertation to originality checking software and that it falls within the accepted requirements for originality. I further declare that I have not previously submitted this work, or part of it, for examination at UNISA for another qualification or at any other higher institution.

Signed: \_\_\_\_\_  
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Date: October 2022

## **DEDICATION**

This dissertation is dedicated to anyone who has experienced housing poverty.

## **ACKNOWLEDGEMENTS**

1. I would like to acknowledge my “village”. Thank you to my father for paying for my MA and the rest of my family for whatever role, big or small that contributed to where I am. It is truly appreciated.
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## LIST OF ACRONYMS

BBP	Better Buildings Program
BEE	Black Economic Empowerment
BNG	Breaking New Ground
BRT	Bus Rapid Transit
CBD	Central Business District
CEO	Central Executive Officer
CFO	Central Financial Officer
CoJ	City of Johannesburg
DA	Democratic Alliance
DPWI	Department of Public Works and Infrastructure
EU	European Union
EPWP	Expanded Public Works Programme
GPF	Gauteng Partnership Fund
GDP	Gross Domestic Product
DHS	Department of Human Settlements
FLISP	Finance Linked Individual Subsidy Programme
HDI	Historically Disadvantaged Individuals
IDP	Integrated Development Planning
IGRs	Intergovernmental Relations
IZ	Inclusionary Zoning
JHC	Johannesburg Housing Company
JOSHCO	Johannesburg Social Housing Company
JSE	Johannesburg Stock Exchange
LED	Local Economic Development
MMC	Member of the Mayoral Council
MOEs	Municipal Owned-Entity
NGO	Non-Government Organisations
NDP	National Development Plan
NHFC	National Housing Finance Corporation
NHSS	National Housing Subsidy Scheme
NP	National Party

SA	South Africa
SALGA	South African Local Government Association
SAYEC	South African Youth Economic Council
SHIs	Social Housing Institutions
SHRA	Social Housing Regulatory Association
SHPs	Social Housing Programmes
SMSs	Short Message Services
SLA	Service Level Agreements
SOEs	State-Owned Entities
SOWETO	South Western Townships
SMMEs	Small, Medium and Micro Enterprises
SSA	Sub-Saharan Africa
Stats SA	Statistics South Africa
TUHF	Trust for the Urban Housing Foundation
UDZ	Urban Development Zone
URPs	Urban Regeneration Programmes
USA	United States of America
PPPs	Public-Private Partnerships
RDP	Reconstruction and Development Programme
RRRP	Residential Rent Relief Programme

## **ABSTRACT**

This study focused on social housing in Johannesburg Central Business District (CBD) and programmes under Johannesburg Social Housing Company (JOSHCO). The role of social housing in the value chain of urban regeneration was analysed in terms of economic, spatial, and social integration. Threats to the financial sustainability of Social Housing Institutions (SHIs) were outlined and financial management strategies evaluated. The dilemma between social and business interests was scrutinised to establish what could be common ground between stakeholders. Data was collected through document analysis, semi-structured questionnaires, and interviews. The findings were grouped into themes and presented through a discussion, graphs, and figures. The study revealed that the intertwined goals of urban regeneration and social housing have ensured that low-income earners are included in Johannesburg CBD, but there is still much to be done to improve acquisition of bad buildings, stakeholder relations and financial sustainability of SHIs.

## **KEY TERMS**

Urban regeneration, low-income earners, bad buildings, social housing, social housing institutions, Johannesburg CBD, social integration, economic development, displacement, and spatial integration.

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## **CHAPTER 1: INTRODUCTION**

### **1.1 Introduction and background to the study**

This chapter introduces this dissertation and provides a background to the study. It also covers the problem statement, research objectives, research questions, scope, limitations, and the importance of the study. The clarification of key term and structure of the dissertation are also covered in this chapter. In the background, it provides the historical context within which urban housing planning occurred in the early years when the city was established. It then zooms into the current housing situation, problems faced by stakeholders and low-income earners in Johannesburg CBD.

#### **1.1.1 The economic growth that led to a shortage in housing**

Johannesburg became the economic hub of sub-Saharan Africa (SSA) in a very short space of time owing to the discovery of the Witwatersrand gold reef basin in 1886. According to Wilhelm-Solomon (2016: 38), Johannesburg was subsequently established in the same year around the Doornkloof area as a mining settlement. Harrison and Zack (2012: 557) state that the mining industry led to the establishment of some financial institutions and existing ones to move their headquarters to the city. It was during this period that the Johannesburg Stock Exchange (JSE) also setup its operations near the banks and gold mine.

Todes (2012: 159) adds that the city hosted several big corporate headquarters with strong global connections. As a result, the small mining town rapidly developed into a city owing to the increased economic migration over the years which subsequently led to problems in housing the urban poor. Harrison and Zack (2012: 555) state that low-income male mine workers were housed in single-sex compounds for the duration of their contract of employment.

Harrison and Zack (2012) further elaborate that black Africans who were employed in other sectors found shelter in quarters assigned to servants in white residential areas and in slum-like conditions in the city and its periphery. Parnell (1988: 307) states that in the 1920s the government introduced a planned intervention to supply housing to Johannesburg poor white city dwellers.

De Vries and Kotze (2016) highlight that through the 1970s and 1980s Johannesburg experienced an outflux of white residents and businesses opted to relocate to Sandton, Midrand and Randburg. Amirtahmasebi, Orloff, Wahba and Altman (2016) state that seventeen of the top hundred national public companies relocated to neighbouring towns between 1982 and 1994. Turok, Scheba, and Visagie (2022: 107) point out that it is important to note that to date there are no social houses built in neither Sandton, Midrand nor Randburg. De Satgé and Watson (2018) state that the 1980's and 1990s marked a shift in economic, political, and social transitions as protests to overthrow the apartheid government gained momentum.

Beall, Crankshaw, and Parnell (2000: 109) state that around the 1980s employment in the manufacturing and mining sector declined. Amirtahmaseb et al. (2016) elaborate that after businesses vacated the city, there was a decline in the tax base and trade sanctions against the country negatively affected the economy. Winkler (2009: 364) elaborates that after 1994 the formal economy was replaced by informal socio-economic activities as most of the residents were low-skilled labourers. This was a cause and effect of businesses and white residents relocating to neighbouring towns and the aftermath of Bantu Education on the skills of black people who swarmed the city.

However, Didier, Peyroux and Morange (2012: 923) state that declining office vacancy rates and the demand for middle to higher income rental apartments showed a positive sign of recovery. Mosselson (2020: 284) agrees that the city hosts a diverse population consisting of blue-collar, white collar, casual workers and unemployed residents who can overall be classified as low to medium income earners.

Wilhelm-Solomon (2020: 408) points out that bad buildings are often occupied by informal traders, unemployed people, drug dealers and disabled beggars. All these people cannot be catered for in social housing as they lack formal or steady income. Proof of income in the form of a payslip is required from people who are employed and a six-month bank statement from people who are self-employed. Ballard and Hamann (2021: 92) elaborate that the City of Johannesburg (CoJ) is the largest in the country terms of the economy and population size. South Africa has an estimated population size of 60, 6 million people, out of which Gauteng hosts 16, 10 million (Statistics South Africa 2022). Therefore, the shortage of housing might be attributed to this fact.

### **1.1.2 Apartheid spatial planning**

According to Amirtahmasebi et al. (2016) it is important to understand the context within which Johannesburg spatial planning occurred and its impact on the current predicament. Spatial problems in SA stem from the Natives (Urban Areas) Act (No. 21 of 1923) which was aimed to keep black South Africans out of urban areas. Due to this policy, black people could only access urban areas to serve whites. Du Plessis (2004: 885) states that the first housing scheme by council was the Jan Hofmeyer housing project in the early 1930s. Parnell (1988: 310) points out that vacant land was available for the project, but for other projects people had to be relocated and the Slums Act (No. 53 of 1934) was employed to acquire land that would ultimately only benefit poor white people.

At its inception, subsidised housing was meant to reduce slums in the city, but the eviction of black people from the city to South Western Townships (SOWETO) was to reinforce racial segregation policies. The Natives Land and Trust Act (No. 18 of 1936) was established in support of segregation laws (SA Government 1936). Consequently, spatial integration problems emerged during this period and were enforced by the National Party (NP) in 1948.

Through the apartheid spatial system, areas occupied by blacks received a low investment in education compared to white areas. Bhattacharya and Lowenberg, (2010: 50) elaborate that this policy created a shortage of skills across spectrum as the country could not keep up with the skills required to grow the economy. Therefore, in addition to social problems, apartheid spatial planning penetrated economic spaces, hence the need for housing policy and legislation that acknowledges the injustices of the past.

In contrast to the apartheid planning system, the Social Housing Act (No. of 16 of 2008) (hereon referred to as the Social Housing Act) prioritises allocation of housing in terms of socio-economic conditions in that preference is given to the elderly, women, child-headed households, and people with disabilities (SA Government 2008). The Social Housing Act highlights the importance spatial, social and economic integration in housing projects.

### **1.1.3 The decline of Johannesburg CBD**

Mosselson (2017: 356) indicates that in the 1970s white residents began to move to the northern suburbs because of political unrest. Harrison and Zack (2012: 559) point out that by

the early 1900s the northern suburbs which were quieter, and cleaner were occupied by the white upper class, therefore a pattern of class segregation had already been set. The black working class occupied the southern parts of the city, otherwise known as SOWETO. Mosselson (2017: 356) elaborates that the 1970s marked an influx of black people into the city owing to the housing shortage in racially designated townships.

Landlords who were faced with high vacancy rates opted to take advantage of the situation despite violating segregation laws. Monare, Kotzé and McKay (2014: S108) state that financial constraints forced landlords to subdivide apartments to maximise a return on investment. Morris (1999: 517) states that in the 1980s most small landlords were whites, and most tenants were blacks who were charged high rents which resulted in overcrowding so that they could divide the rent to make it more affordable. Therefore, overcrowding occurred because of tenants attempting to pay as little rent as possible and landlords attempting to squeeze out as much rent as possible.

Morris (1999) points out that high rents and lack of official channels to address the exploitation led to rent boycotts which resulted in landlords not being able to adequately maintain building structures, hence the physical decay in Hillbrow became apparent by the mid-1980s, but it is to be noted that the age of the buildings was also a contributing factor to the deterioration. Johannesburg Social Housing Company (2018: 10) mentions that rent boycotts are an external threat to the financial sustainability of institutions and thus they mitigate risks through improved service delivery and stakeholder consultations. National Association of Social Housing Organisations (2012: 39) corroborates that the success of projects is dependent on the rate of rent collection which is influenced by landlord and tenant relations.

Mackay (1999: 395) elaborates that the decay in some of the older properties was caused by a breakdown of services such as water, plumbing and electricity which was because of overcrowding. Mosselson, (2017: 357) states that landlords abandoned their buildings leaving criminal syndicates to hijack them which led to a further collapse in infrastructure and a rise in outstanding utility bills. According to Amoah, Kajimo-Shakantu and van Schalkwyk (2020: 3), the post-apartheid government identified the need for social housing after taking into cognisance the historical context of people who could not afford to rent housing in the traditional market.

Mosselson (2020: 287) elaborates that regeneration projects have managed to curb decay, but the city is work in progress. Hoogendoorn and Giddy (2017: 325) confirm that although there are patches of dilapidated infrastructure characterised by lack of clean running water and proper sanitation, overcrowding and insecure tenure, the city is far from being classified as a slum.

#### **1.1.4 Regeneration of Johannesburg CBD through social housing**

Monare et al. (2014: S108) elaborate that with reference to property investment cycle, the lack of investment in maintenance leads to building decay, depreciation and a decline in municipal revenue. Amirtahmasebi et al. (2016) reflect that in the early 1990s the private sector presented a document called “Strategic Initiative for Central Johannesburg,” which suggested joint efforts from public institutions, private institutions, and the community to initiate programmes to curb the decay of the Johannesburg CBD. Regenerating the city was a concept that was established on joint stakeholder efforts.

Johannesburg Housing Company (2017: 9) states that the then Central Executive Officer (CEO) mentioned in her report that since Johannesburg Housing Company (JHC) was established in 1995 it was able to renovate bad buildings into adequate housing. According to (JHC 2017), she further stated that the improved landlord and tenant relationship assisted in improving services and infrastructure at Jeppe Oval, which was their first housing project in 1996. The project provided a good return on investment due to the low vacancy rate and tenants meeting their rental payment obligations.

Mosselson (2017: 353) points out that the initiative to renovate bad buildings into residential apartments began to accelerate in the early 2000s as cause and effect of urban regeneration. Housing plays an important role in urban renewal interventions (SA, Department of Housing 2004). The Better Buildings Program (BBP) was utilised as an agent in the transformation of the city.

Amirtahmasebi et al. (2016) criticised BBP for its focus on debt recovery, failure to build institutional coherence and lack of socio-economic objectives which resulted in the programme only refurbishing ten percent of the 122 targeted buildings. However, slow the pro-

gress might have been, these initiatives provided low-income earners in the city with well-maintained buildings at reasonable rental rates, reduced bad buildings and rental boycotts.

Amirtahmasebi et al. (2016) state that the Trust for the Urban Housing Foundation (TUHF) was setup in 2003 in support of residential refurbishments in South African cities. Subsequently, in 2004 JOSHCO was established with the aim to deliver social housing to low-income earners in the city. According to Turok, et al. (2022: 105), it is worth noting that JOSHCO holds 37 percent of the social housing stock among the metros in the country, which places them in the lead in terms of social housing provision.

### **1.1.5 Legislative framework and policy of social housing**

The Housing Act (No. 35 of 1920) was the first national housing scheme through which municipalities could obtain construction loans at a lower interest rate than in traditional banks (SA Government 1920). The formulation of the Housing Act (No. 10 of 1997) (hereon referred to as the Housing Act) diminished all apartheid legislation in favour of an inclusionary housing policy (SA Government 1997). Section 26(1) of the Constitution of the Republic of South Africa (No. 108 of 1996) (hereon referred to as The Constitution) states that all citizens have the right to acquire adequate housing whereas Section 26(2) emphasises that the government must take steps to implement legislation and avail resources to bring about the gradual realisation of this right (SA Government 1996).

Klug, Rubin and Todes (2013: 668) state that the concept of inclusionary housing emerged in the United States of America (USA) in the 1970s due to pressure from civil rights movements demanding racial integration. In SA policies to promote racial integration were a post-apartheid strategy to reduce racial segregation and promote equality. Klug et al. (2013) point out that housing policy to promote equality has navigated between the objectives of private sector to maximise profits and social interests as parties such as the South African Property Association of Owners (SAPOA) and property developers opposed policies which posed financial risks. Therefore, a balance in provision of adequate housing, inclusive development and institutional financial sustainability was incorporated in policy formulation.

Zitumane (2014: 60) elaborates that housing has evolved from provision of physical structures to integrated efforts from different departments. The realisation that provision of ade-

quate housing required concerted efforts to make it sustainable led to a policy shift. Pieterse and van Donk (2014: 150) states that since 2004 there have been institutional and fiscal reforms which saw the formulation of Breaking New Ground (BNG). BNG recognises the importance of participatory development and integrated planning to improve end-user satisfaction. BNG emphasises that empty office blocks may be transformed into residential blocks and bad buildings be acquired for refurbishment as part of a broader goal to renew the city (SA, Department of Human Settlements 2014). Several tenure options were introduced with BNG and thus included the option to rent which subsequently led to the provision of social housing.

The Social Housing Act reiterates that bad buildings and non-residential blocks should be earmarked for Social Housing Programmes (SHPs) (SA Government 2008). “Social housing policy and regulatory framework provides the formally codified rules, or authorising environment, in which stakeholders operate and interact” (Scheba & Turok 2021: 4). Social housing is regulated by the Social Housing Act which outlines the roles and responsibilities of the national and provincial governments, municipalities, financial institutions, communities, and the private sector.

## **1.2 Problem statement**

The general consensus with regards to social housing around the world and in Johannesburg CBD is socio-economic segregation which is caused by a concentration of poor people in one area, hence policy-makers and planner are continue to find strategies to mitigate this challenge. Ballard and Hamann (2021: 97) state that racial integration has overtime occurred through black people upscaling their professions which resulted in them being able to afford accommodation in previously affluent white areas. This spatial transformation within Johannesburg CBD and how social housing has addressed this form of segregation is part of this study.

The main problem is that there are competing interests to invest in commercial property and high-end residential developments versus the social obligation to invest in social housing. According to Mazhinduka, Burger, and Heerden (2020: 300), this is because rent increase is guaranteed with regards to commercial property as compared to social housing wherein rent increase is below inflation and curbed through legislation. Todes, and Robinson (2020: 4)

mention that there is a conflict of interest between government and private developers in terms of objectives. The government pushes social interest whilst private developers are driven by business interest, therefore it is imperative that private developers receive incentives so that they can include social interest in their housing projects.

Bringing low-income earners close to economic opportunities is one of the core goals of social housing, therefore it is crucial to touch on other developments in the value chain that might hinder or promote the sustainability of social housing. Gunter (2013: 280-282) indicates that continuous economic development and growth is achieved through effective community participation as some developments tend to push the poor small businesses out of the city and ultimately accommodate the middle-class. Therefore, it is crucial to measure the extent which housing-led urban regeneration contributes to Local Economic Development (LED). Gunter (2013) further elaborates that government housing projects are encompassed around alleviating socio-economic ills.

Chenwi (2006: 13) states that many poor people can neither afford to pay rent in the private residential markets nor access urban social housing flats. In such cases, residents might occupy bad buildings which are not suitable for human settlements and thus pose health risks. Urban Regeneration Programmes (URPs) should be able to attract private investment to the city and social housing should ensure that low-income earners are close to those opportunities. Regulation of rent increase tariffs affects both the tenants and SHIs in that tenants might not be able to afford to keep up with the accumulated increase and SHIs might not be able to raise sufficient revenue to keep up with market demands as rent increase is curbed at a low percentage. Therefore, the competing interests in investment should be balanced to maximise return on investment and social responsibility.

Wilhelm-Solomon (2020: 408) highlights that in 2018 Temporary Alternative Accommodation (TEA) could only accommodate 1364 people at time, which was only a small percentage of the total evictees evicted by council. Therefore, in affording one group of people access to adequate housing another group is displaced. Given the neoliberal framework within which social housing is provided and the fiscal constraints thereof, stretching budgets to accommodate this dilemma would be a further financial burden.

Wilson (2013: 285) describes this strategy to evict tenants and refurbish bad buildings as self-sabotaging as it creates a continuous circle of the urban poor moving from one bad building to another. According to De Vries and Kotze (2016), the probabilities of solving urban decay problems are increased by employing effective planning techniques. Amirtahmasebi et al. (2016) agree that for URPs to succeed policies to minimise the effects of evictions and exclusion should be implemented so that the objectives of building an inclusive city can be achieved.

Scheba and Turok (2021: 3) point out that stakeholder relation plays a crucial role in the successful delivery of social houses. This is due to the nature of the programmes being multifaceted. The interaction between stakeholders is one that is plagued by poor allocation of resources, lack of clear mandates and poor institutional capacity. Stakeholder relation is crucial because successful delivery and the sustainability of social housing is dependent on other infrastructure programmes.

### **1.3 Research objectives**

The main objective of this study is to examine social housing as a mechanism to provide adequate housing to low-income earners in Johannesburg CBD and its role in urban regeneration. Secondary objectives of this study include the following:

- To scrutinise the intersection between stakeholders in provision of social housing.
- To assess the extent to which social housing has impacted social and spatial integration.
- To examine the effects of social housing on the local economy.
- To examine challenges in acquisition of bad buildings earmarked for refurbishment.
- To assess the financial sustainability of social housing institutions.

### **1.4 Research questions**

Research questions formulated from the research objective are as follows:

- What are the stakeholder relations in social housing?
- What is the impact of social housing on spatial and social integration?
- What is the contribution of social housing to the local economy?

- What are the challenges faced in the acquisition of bad buildings earmarked for refurbishment? And
- What is the financial sustainability of social housing institutions?

### **1.5 Research hypotheses**

According to Toledo, Flikkema and Toledo-Pereyra (2011: 191), critical components of a research study can be detailed through a hypothesis which aids in providing the study with context. Hypotheses are the foundation of research and investigate the strength of relationships between variables. Below are the Null Hypotheses ( $H_0$ ) that shall be tested in the research study:

$H_01$  The strength of the relationship between social housing and social integration.

$H_02$ : The strength of the relationship between social housing and spatial integration.

$H_03$ : The correlation between unemployment and rent payment patterns.

$H_04$ : The correlation between rent payment and financial sustainability of SHIs.

The other variables of the study shall be researched to establish hypotheses.

### **1.6 Scope of the study**

This is small-scale research which includes 20 social housing tenants as participants and five informants from social housing stakeholders, including JOSHCO staff members. For this study, the researcher focused on JOSHCO acquiring bad buildings for the purpose of refurbishment into rental housing stock. This research reflects on the successes and challenges that have been experienced in social housing and its contribution to URPs. Tosics (2004: 67) describes sustainability as an interplay of environmental, economic, and social issues. The role of social housing in addressing spatial, social, and economic factors in the city was scrutinised.

The sustainability of the funding model is crucial for private and the public sector as operating costs in these buildings are paid through rent collection, but economic factors such as lack of employment have a negative impact on payment of rent and thus a domino effect on maintenance of buildings. The practice of evicting bad building occupants from buildings earmarked for refurbishment without affording them alternative accommodation also results in more buildings being illegally occupied.

The challenges and prospects should be taken into cognisance so that all stakeholders benefit from this model. The study analysed the roles and responsibilities of stakeholders within social housing provision and the urban regeneration value chain. The contribution of social housing regulatory bodies towards institutional capacity building and financing was included in the research. It also included the extent to which social housing has addressed housing issues and if the housing typologies meet end-user satisfaction.

### **1.7 Limitations of the study**

Primary data collection was conducted through Microsoft Teams, google forms and face to face interviews. Masks were worn when conducting face to face interviews and any writing materials (that is., pens and pencils) were sanitised in accordance with the Covid-19 regulations. Telephonic interviews were conducted with research participants who do not have access to Teams or Zoom video calling. Reliability of data collected depends on quality of responses from participants.

Secondary data collection included an analyses of research documents from government departments. According to Boswell (2009) these documents are sometimes utilised to push and reinforce political agendas and thus the accuracy of the information might be questionable. According to Boswell (2009) research instituted by government might be biased and not as reliable as independent studies, but it should none the less not be discarded as it can be useful in backing up findings. Babbie (2014) agrees that social research is squashed when political agendas are prioritised over accurate reporting. To counter for this, different sources of literature from independent researchers, journals and institutions were utilised to increase the accuracy of data collection.

Amoah et al. (2020: 2) state that although government has provided social housing since the 1990s, there is a shortage of literature on end-user satisfaction. Scheba and Turok (2021: 5) elaborate that there is lack of peer-reviewed journal article on institutional subsidy in SA. Turok et al. (2022: 101) add that there is a need for analysis of the impact of social housing on urban regeneration in terms of geography as few researchers have embarked on this topic. Therefore, the consensus around social housing research is that there is a short supply of academic research in this area which limits the pool of knowledge.

## **1.8 Importance of the study**

This study is important because it identifies factors that could provide better living conditions for poor and marginalised urban people. “Nationwide, people are moving mostly to settlements within the city-regions, regional services centres and service towns, as well as to local and niche towns” (SA, Department of Cooperative Governance and Traditional Affairs 2016: 24). Both rural and urban developments are essential in achieving equality, but urban dwellers face additional problems such as lack of well-located land to build housing structures, farm, and a safe place for their kids to play.

For some women, this means that they must leave their kids with a relative in the rural areas as they cannot afford day-care or the distance between home and day-care might be such that it is not possible for them to utilise such services. The tendency to keep children in rural areas is reflected in the number of children in comparison to youth in urban areas (SA, CoGTA 2016).

Extensive research has been conducted to identify the challenges and successes of collaborative governance in social housing and urban regeneration, but continuous research is essential to identify new threats and opportunities. One of the limitations of this study is the lack of peer-reviewed literature with regards to social housing in SA. Therefore, that necessitates the need for further research in this area given the high housing backlog in Gauteng. The researcher aims to shed light on the perception of social housing by recipients and social housing providers. This study shall investigate problems in the intersection between governments, SHIs and social housing recipients and identify possible areas of improvement in resource allocation, policy framework and any other areas which might improve the current dilemmas.

## **1.9 Clarification of key terms**

### **Urban regeneration**

McDonald, Malys and Maliene (2009: 56) state that urban regeneration evolved from focusing on social and economic issues to include environmental concerns in line with creating sustainable communities. Roberts (2000: 20) agrees that the process of urban regeneration includes analysis of social, economic, environmental issues which are influenced by internal and external factors. Alpopi and Manole (2013: 179-182) detail that urban regeneration aims

to revamp the quality of life of urban dwellers and achieve sustainable cities through institutional coherence.

Lang (2005: 7) elaborates that it is a comprehensive approach which tackles problems and identifies opportunities in social, environmental, and economic spheres. According to Micelli and Mangialardo (2017: 116), urban regeneration is centred around achieving multiple objectives. Bottero and Mondini (2017: 168) highlight that it is a multidimensional process and encompasses various concepts.

Mosselson (2020: 284) explains that the context within which urban regeneration occurs is influenced by dominant social, political and economic factors. Political factors are parameters which dictate policy and legislative framework for stakeholders. Roberts (2000: 20) points out that analyses of these issues enable planners to formulate plans for physical improvements of buildings, community participation, economic development and environmental action. NASHO/HDA (2013: 10) state that in the context of SA urban regeneration emerged in the 1990s as one of the mechanisms utilised to restructure cities. Social housing is mobilised to build inclusive cities. Micelli and Mangialardo (2017: 116) state that urban regeneration focuses on rehabilitation of existing cities and targets underutilised or dilapidated areas and buildings.

It is important to distinguish between urban regeneration and urban renewal in that the two differ in scope. Couch (1990) defines urban renewal as a process carried out to bring about physical change to location and is usually conducted by private developers whilst urban regeneration seeks to change the physical location, increase employment and attract further investment into an urban area, and is usually carried out by a community or government.

Urban regeneration projects are funded through the Restructuring Capital Grant (RCG) which was established to tackle socio-economic and spatial restructuring in urban areas. SHIs and social housing providers in the private sector receive 40 percent of their funding per housing flat from this grant. For this study the researcher concentrates on the social, economic and spatial aspects of urban regeneration with social housing as the main driver of change. JOSHCO embarks on various types of projects (that is., greenfield and brownfield), but this

study focuses on refurbishment of bad buildings in Johannesburg CBD for the purpose social housing.

### **Social housing**

Most social housing developments occur in urban areas and some on the urban periphery. Social housing facilitates entry into the housing market for low-income urban dwellers. Turok et al. (2022: 95) explains that to better understand what social housing is, one must contextualise it within public housing and that it is driven by the intention of government to provide housing to people who cannot afford to buy or rent in the conventional market. The core objective of social housing is to meet social needs and thus profit is secondary.

Oxley et al. (2010) further elaborate that the eligibility of tenants is based on need rather than their ability to pay. However, the market approach allows SHIs to provide social housing to salary bands ranging from R1 850 to R22 000, therefore anyone earning below the salary band is not included in SHPs. According to Cloete, Venter and Marais (2009: 29), private rentals and home ownership in the traditional market are out of range for low-income earners, therefore social housing offers a more affordable alternative. Scheba and Turok (2021: 3) defined social housing as rental housing that is available to tenants who would otherwise not afford to rent in the conventional market.

According to Oxley, Elsinga, Haffner and Van der Heijden (2010: 339), a distinctive feature of social housing is that it is owned by the local government or Non-Government Organisations (NGOs) and that rents are kept below market rate. SHIs retain ownership of social houses and thus are not available for ownership by tenants, hence as part of capacity building, tenants are given information with regards to other housing options where ownership might be possible. NASHO (2012: 39) defines social housing as adequate rental housing provided through government subsidy to low-income earners.

Pottie (2004: 610) defines adequate housing as a combination of several considerations which include different housing typologies, right to tenure, infrastructure and location. Granath Hansson and Lundgren (2019:157) sum up the target market, rental tenure options, type of providers, government participation and subsidies as five key features that distinguish social housing from other types of housing. The Social Housing Act describes social housing as

rental stock designed and managed by SHIs for low-income households and aims to promote zone restructuring (SA Government 2008).

Turok et al. (2022: 96) elaborate that owing to the fact that land is expensive in urban areas social housing is mostly medium to high density flats as an alternative to free-standing houses. JOSHCO has other projects on the periphery of the city, but this study focuses on refurbishment of bad buildings in the city. UN-Habitat (2022: 22) elaborates that the inclusion of social housing in gentrification projects supports redistributive goals and the vision to build inclusive cities.

### **Bad Buildings**

**Figure 1: Before and After refurbishment – AA House**



**Source : <http://lbmconsulting.co.za/aa%20house.html>**

Matshedisho and Wafer (2015: 75) state that the property value in Johannesburg CBD collapsed in the 1990s owing to abandoned and decayed buildings known as bad buildings. Bad buildings are buildings that are not suitable for occupation but are often hijacked by occupants who cannot access alternative housing. Winkler (2009:3 64) describes bad buildings as run-down buildings that are deserted by owners and later illegally occupied by low-income occupants who do not afford to pay rent in the private market.

Amirtahmasebi et al. (2016) agree that bad buildings include derelict buildings and abandoned structures which might sometimes be occupied illegally. Wilson (2013) further states that these buildings are either abandoned by owners or hijacked, therefore there are no maintenance arrangements, payment of utilities and rent is seldom not paid.

Wilhelm-Solomon (2020: 408) states that inhabitants of bad buildings often refer to them as “dark buildings” due to lack of electricity. Wilson (2013: 281) agrees that bad buildings are classified as slum-like and hazardous for occupation. In most cases these buildings are without water, have blocked drains and there is no security. The environmental aspect of urban regeneration is affected by these buildings, but for the purpose of this study the researcher shall not go into depth with regards to their environmental effects on the city.

Patel (2022: 313) states that bad buildings are a safety hazard for their occupants who are continuously threatened with eviction notices. Mosselson (2017: 370) elaborates that through the BBP, CoJ aided housing institutions to acquire properties at lower market rates, thus fast-tracked provision of social housing and curbed further urban decay. Hoogendoorn and Giddy (2017: 325) further elaborate that the number of bad buildings in Johannesburg do not warrant for the city to be called a slum.

### **Low-income earners**

Low-income earners within the context of social housing are a market identified by government as prospective tenants for SHPs. Johannesburg Social Housing Company (2020: 5) classifies low-income earners as families with an income between R3 500 and R15 000 per month. Although Social Housing Regulatory Association (SHRA) has recently amended the salary bands to be from R1 850 to R22 000.

Brisson and Covert (2015: 120) point out that households living beneath the poverty line are faced with the competing needs for shelter, education, food, and health. This group of people cannot afford to rent or buy in the traditional housing market as they earn too much to qualify for Reconstruction and Development Programme (RDP) housing but not enough to access bonded housing. Social housing therefore serves as a bridge in closing this gap.

Oxley et al. (2010: 340) elaborate that the salary band is a selection criterion for prospective tenants as in addition to need, social housing recipients are selected based on income. Whilst

people who earn below the set salary bands are not included in SHPs, those who earn above are often targeted for mixed-income developments. Accommodating middle-class in SHPs enables SHIs to implement cross-subsiding strategies to raise operational capital.

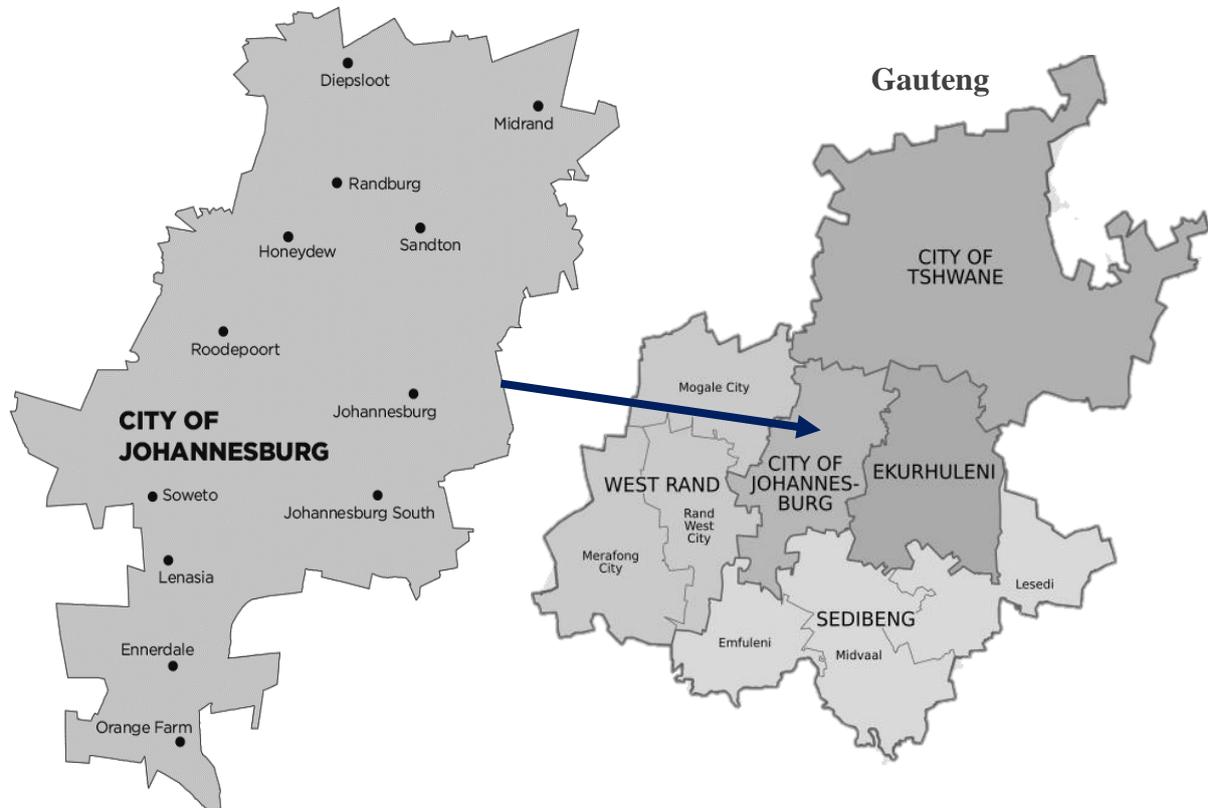
### **Social housing institutions**

The Social Housing Act states that agents and institutions accredited by SHRA and are either partially or fully funded by the state (SA Government 2008). SHIs can either be private or public companies. Mosselson (2017: 361) describes SHIs as NGOs that although dependent on state funding, are required to be profitable enough to sustain themselves. In the context of neo-liberal policies and a market approach to providing social housing, this means that SHIs should balance social and business interests. It is mandatory for SHIs to be registered with SHRA to qualify for subsidies.

SHIs can be NGOs or local government institutions. They must be registered as a corporation in accordance with the Co-operatives Act (No 14 of 2005) and Companies Act (No 61 of 1973) as a Section 21 company. They can also be private developers who allocate a portion of their development to social housing. JOSHCO is leading in terms of social housing provision in Gauteng and SA as a whole, so much so that in 2010 the institution received recognition from UN Habitat for their contribution to combating housing poverty.

## Johannesburg CBD

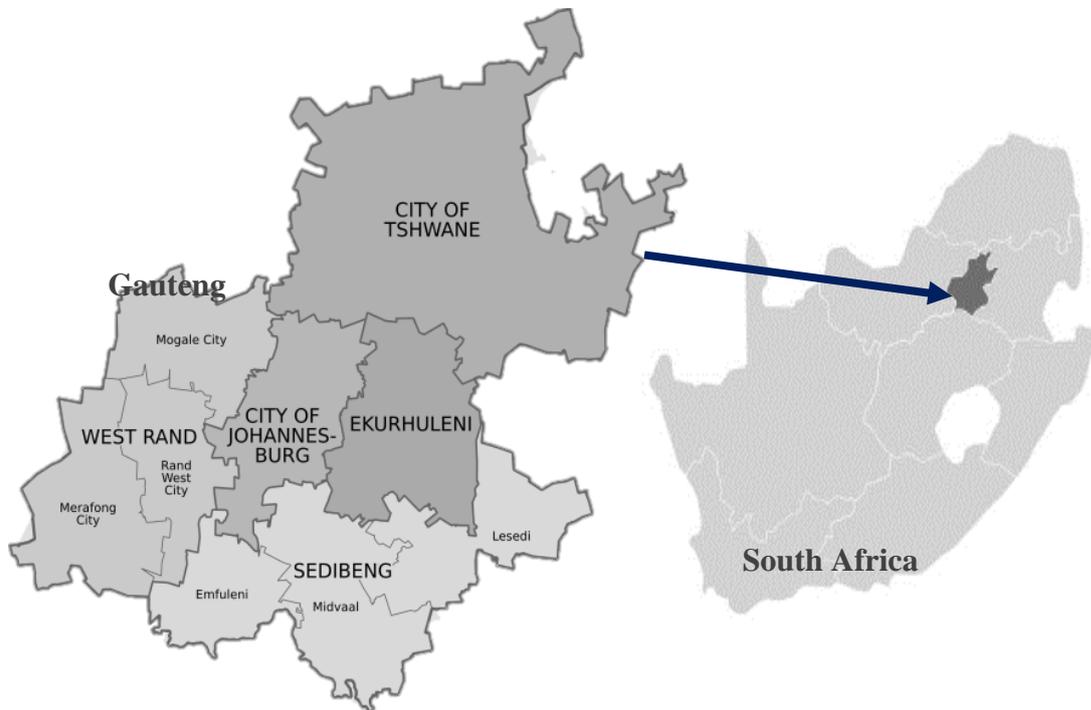
Figure 2: Johannesburg CBD



Source : <https://municipalities.co.za/map/2/city-of-johannesburg-metropolitan-municipality>

The city was established as a mining town in the mid-1880s after the discovery of the Witwatersrand gold mine. It fast turned into the economic hub of Africa as businesses and banks set up their headquarters near the mine. The city continued to thrive even after the mine closure as other economic activities continued to sustain it. Settlement patterns began on the onset of the mining activities as the upper class settled further from dust and noise caused by the mining of gold. The northern parts were occupied by the white upper class and the southern parts hosted the black working class. The early 1980s marked an outflux of white residents and an influx of black tenants. The pattern has continued as to date the city is mostly occupied by black Africans. According to Mosselson (2020: 284) the city comprises of low to medium income earners.

**Figure 3 : Gauteng Province**



**Source :** <https://municipalities.co.za/>

The map above depicts Gauteng as the smallest province in the country. It comprises of 16, 10 million people which is 26, 6 percent of the total population in SA (Stats SA 2022). The total size of the land area comprises of less than two percent of the total land in SA, yet it hosts the highest number in population size. The discrepancy between the size of the province and the population has created housing problems especially in the CBDs and on urban peripheries. Thus, Johannesburg CBDs faces housing challenges that require high density housing solutions.

### **Displacement**

Displacement takes various forms depending on the context within which it occurs. Physical displacement can affect economic conditions due to evictees being further away from their livelihoods. Çaglar and Glick Schiller (2018: 20) state that displacement is linked to a loss more than that of a place of residence. Çaglar and Glick Schiller (2018) elaborate that evictees might experience loss of social capital and cultural practices in addition to losing their place of residence. The most apparent form of displacement is when evictees lack access to alternative accommodation and are left on the streets. In the context of social housing displacement

occurs when bad building occupants are evicted to avail the building for refurbishment into social housing flats.

### **Social integration**

Social integration aims to reverse the racial segregation legacy of apartheid. This objective has been tricky to achieve in social housing due to the nature of the projects and their target market. Income segregation replaced racial segregation as a cause and effect of social housing. Tenure neutrality and mixed income developments are amongst the proposed strategies to overcome this challenge. Russell and Redmond (2009: 639), elaborate that integrating low- and middle-income earners in social housing reduces the stigma and income segregation associated with SHPs.

Social integration is complex because putting people in one building does not automatically translate into social integration. Freedom of association gives people the right to associate with whoever they can relate to and most often this is determined by class, cultural practices, religion, political affiliation and so forth. However, policy and legislation minimise the exclusion of people from places based on their race and ethnicity.

### **Economic development**

Economic development is one of the objectives of social housing which aims to increase sustainability of projects by empowering tenants and the local community. Various platforms have been utilised to promote economic development projects to assist tenants. Strategies to attract private investment for the benefit of the city have been employed to ensure that the city does not turn into a concentration of poverty. According to Gunter (2013) economic development is an important aspect of public housing as it aids in reducing poverty. In the context of neoliberalism, economic development is crucial as Historically Disadvantaged Individuals (HDIs) are offered limited welfare assistance and are expected to mobilise social housing as a temporary solution and eventually be economically empowered to afford a place of residence in the traditional or affordable housing market.

### **Spatial integration**

Spatial integration relates to the location of housing projects. One of the challenges of reversing apartheid spatial planning has been the lack well located land as land in urban areas is

expensive. Chenwi (2006: 15) elaborates that location is an important aspect of sustainable housing as it facilitates access to economic opportunities. Social housing projects within the city are well located as most of them are facilitated through refurbishing bad buildings. A few projects are located on the periphery of the city, but all SHPs aim to afford urban low-income earners with access to well-located affordable rental housing and are thus located in urban areas where most economic activities occur.

## **1.10 Structure of the Dissertation**

### **Chapter 1: Introduction**

Chapter one introduces this dissertation and provides a background to the study. It also covers the problem statement, research objectives, research questions, scope, limitations, and the importance of the study. The clarification of key terms and structure of the dissertation are also covered in the chapter. The chapter also gives an overview of the historical and geographical background to the case study. It focuses on the events that led to the current situation in terms of bad buildings and URPs. It discusses the evolution of public policy and the events that influenced policy revisions.

### **Chapter 2: Literature review and theoretical framework**

Chapter two focuses on literature review and synthesises existing literature on social housing in Johannesburg. It is interrogative and argumentative as it presents different points of departure in literature. The dynamics of governmental relations, SHIs and citizen participation in URPs are discussed in detail. It highlights the advantages and disadvantages of the evictions, the financial sustainability of SHIs and the contribution of SHPs to the local economy.

### **Chapter 3: Research design and methodology**

Chapter three discusses the research methods utilised to gather data. The researcher lists the resources employed to gather secondary data for the purpose of literature review and their weaknesses, and strengths are listed accordingly. The instruments for data collection are discussed and their preference is highlighted in relation to the case study.

## **Chapter 4: Results – Presentation and discussion**

In chapter four the researcher discusses the findings of the study. Challenges and achievements experienced by stakeholders are reported in detail. This section seeks to identify new findings in social housing and URPs in Johannesburg CBD. Data is critically analysed and presented in themes, charts, and tables.

## **Chapter 5: Summary, conclusions, and recommendations**

Chapter five summarises the findings of the study. Comparisons, confirmations, and arguments are presented. Lastly, conclusions and recommendations are made.

### **1.11 Conclusion**

The role of social housing in urban regeneration and provision of adequate housing is one that cannot be overlooked if low-income earners are to be included in Johannesburg CBD. Housing policies have evolved with one claiming to make improvements to failures of the previous, but with social housing the most apparent is sustainability of business funding model, the strategies employed in acquiring dilated building, its contributions to the local economy and its limitations in reversing socio-economic effects of apartheid.

## **CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK**

### **2.1 Introduction**

This chapter presents a critical analyses of existing literature, government policies and legislative frameworks on social housing. Social divisions caused by apartheid spatial planning are still evident in urban areas throughout SA (SA, CoGTA 2016). At the core of urban planning are the challenges in the provision of adequate housing and infrastructure. These challenges are tackled by government, civil society, and the private sector, but government carries most of the weight when it comes to poor and marginalised people as they are obligated by The Constitution. The chapter analyses stakeholder relations in social housing, strategies to promote economic development through social housing, sustainability of social housing funding models and the theoretical framework.

### **2.2 Stakeholders in social housing**

According to Goebel (2007: 292), social housing was a reaction by government to pressures from civil society and community representatives to address housing problems that emerged post-RDP housing schemes. The interaction of stakeholders is crucial in identifying areas of improvement and the necessary policy amendments required to provide social housing. Scheba and Turok (2021: 3) outline that it requires substantial capital, administrative and political responsibility to establish a successful social housing sector, but effective policy and stakeholder relations are at the forefront.

#### **2.2.1 Intergovernmental relations**

Section 3 of the Social Housing Act mentions that the national government regulates the financial, legislative and policy framework to enable provision of social housing. The objectives of national planning frameworks are integrated with municipal plans, it is therefore important to look at factors which influence outcomes of URPs and how the value chain affects the sustainability of SHPs. Huchzermeyer (2001: 322) states that poor inter-department coordination leads to a delay in provision of services that affect the sustainability of housing projects. Urban regeneration is a lengthy and costly process which is highly dependent on efficient institutional organisation, effective policies, and political stability.

The Spatial Planning and Land Use Management Act (No. 6 of 2013) elaborates that municipal spatial plans range from five years for short-term and the longer term is ten to twenty

years, they should also contain an estimation of economic activities, housing which is inclusive of different socio-economic groups and municipal strategies to attract investment from public and private sector (SA Government 2013b). Therefore, there should be institutional and policy coherence to navigate challenges in SHPs.

The Housing Act outlines the roles and functions of government in fulfilling the constitutional mandate to provide adequate housing (SA Government 1997), and the Intergovernmental Relations Framework Act (No. 13 of 2005) provides a framework for these spheres to facilitate Intergovernmental Relations (IGRs) and stipulates the procedures to be adhered in settling intergovernmental disputes (SA Government 2005b). There have been delays in implementation of new policy measures and lack of institutional coherence around key aspects of integrated planning (SA, DoH 2004). Legislation and policy frameworks aids in conflict resolution and acts as a guideline in clarifying the roles of each level of government in service delivery.

The three spheres of government interact in spatial planning to ensure that their plans and programmes are in sync with each other (SA Government 2013b). Section 5 (b) of the Social Housing Act states that municipalities have a role to play in development of new social housing stock, the refurbishment of current stock and transforming of current non-residential stock into social housing (SA Government 2008). In addition to the national, provincial, and local government there are SHIs which are responsible for the execution of the rental housing mandate.

Devolution enables municipalities to assume responsibility and allocate resources to housing projects within their area of jurisdiction (SA, DoH 2004). Huchzermeyer (2001: 321-322) points out that the financial burden on local government to deliver services and maintain infrastructure is often overlooked. NASHO/HDA (2013:14) state that metropolitan municipalities have played a pivotal role in curbing urban decay and establishing urban regeneration strategies. In the case of Johannesburg, JOSHCO is a subsidiary of CoJ and is mandated to deliver social housing in the city. According to Turok et al. (2022: 101), Gauteng has benefited from JOSHCO in terms of social housing provision as it emerged as superior compared to the other provinces with 55 percent of completed projects between 2014 to 2018.

### **2.2.2 Community-Participation in the context of social housing**

Local government is the sphere of government that is closest to the people, therefore this enables it to facilitate community participation easier as opposed to national and provincial governments. Phago (2008: 240) points out that the level of community participation is influenced by their attitude and confidence towards governance. Participation tends to be effective when community members perceive their contribution to be instrumental and have confidence in their representatives and the municipality. The South African Local Government Association (SALGA) outlines guidelines and mechanisms to be utilised in engaging with communities (SALGA 2011). A bottom-up approach is a key feature of Integrated Development Planning (IDP).

Thwala (2009: 40) defines effective community participation as one where the community is empowered, individual and community capacity building are maximised, and project are effective. Thwala (2009) further elaborates that for community participation to be effective, communities should be empowered with information that leads to accurate decision making. According to Phago (2008: 240), the assumption is that government decision making is more transparent when the community is involved. The Social Housing Act outlines that communities can be empowered through information sharing, skills transfer, and training (SA Government 2008).

Mikuš (2016: 211) criticises the lack of capacity from government officials and its effects on implementing public policy by referencing the frustration of stakeholders in Serbia who perceived that public sector officials had a mind-set that they were appointed to do the bear minimum. Thwala (2009: 38) states that the problem in housing and municipal infrastructure backlog is worsened by lack of capacity and expertise from communities and institutions. According to Selipsky (2009: 260), social capital can be achieved by implementing a people-centred strategy which promotes sustainability in inner-city transformation. Selipsky (2009) states that community development is part and parcel of social housing.

Thwala (2009: 48) states that the failure of community participation in the Alexandra Urban Renewal Project can be utilised as a case study in implementing projects because it lacked proper planning, identifying areas requiring additional training of stakeholders and a clear mandate on the long and short-term goals. This makes it apparent that lack of service delivery

might sometimes stem from poor planning, therefore inclusion of the community in development projects should not be one that is rhetoric but rather instrumental. Holm (2006: 121) states that one of the shortcomings of community participation in regeneration projects is that the people who are being moved are usually excluded and the new community takes over. In the process of evicting bad building occupants who comprise of people with low standing in the community, one should question the extent to which they are consulted and if equal participation is afforded as social status affects effective participation.

### **2.2.3 Public-Private Partnerships in social housing**

United Nations Economic Commission for Europe (2019: 36) states that Public-Private Partnerships (PPPs) in housing is one of the effective channels that have delivered commendable results in many countries. One of the major drivers of social housing in Johannesburg is the JHC, an NGO that receives some funding from government. According to Selipsky (2009: 259), JHC facilitates provision adequate rental housing stock that is affordable and safe to low-income inner-city tenants.

Metzger (2003: 1396) highlights that this type of privatisation is delegation whereby government provides subsidies, project goals and frameworks within which decisions are made. Turok et al. (2022: 96) state that government sets boundaries on aspects such as income brackets of recipients and standard of housing to be provided whilst SHIs deal with the daily administrative tasks required to fulfil the mandate. Rees and Hossain (2010: 583) elaborate that privatisation occurs when governments shift some of their duties to private institutions or NGOs.

Scheba and Turok (2021: 2) state that through collaborative governance strides have been made in improving scope of work but argues that the effectiveness of stakeholder relations is dependent on the quality of the coordination and thus can be difficult to build and maintain. Pottie (2004: 610) criticises the White Paper for being silent on ways to tackle conflicts that might arise in PPPs. Scheba and Turok (2021: 2) highlight that project delays are caused by limited government capability and that new methods from third-party entities are met with scepticism.

According to Klug et al. (2013: 675), co-development agreements reduce cash flow difficulties for private developers and increases sustainability of housing projects through concurrent rollout of infrastructure projects. Turok et al. (2022: 96) indicate that one of the unintended consequences of PPPs is a frail alignment between government objectives and the actual social housing output.

According to Barbour (2005), municipalities can foster an environment that attracts investment through reducing red-tape by offering lower property rates or utility charges. The Income Tax Act (No. 58 1962) stipulates that in PPPs, private entities are entitled to request capital allowances for developments made to government owned land and buildings (SA Government 1962). Therefore, tax incentive policies aid in attracting private investment in government development projects.

Barbour (2005) states that policy-makers link slow economic growth to a shortfall in investment, therefore government employs investment incentives as a mechanism to achieve their development objectives. The Social Housing Act is in support of such initiatives as Section 2 states that public funds should be utilised to attract private sector participation and investment in social housing sector (SA Government, 2008).

Carey, Malbon, Green, Reeders, and Marjolin, (2020: 37) state that the availability of incentives and subsidies to third parties is employed in a quasi-market approach. Carey et al. (2020) further elaborate that it is often difficult for small providers to enter the market and for long term providers to be pushed out. This occurs because providers who have established themselves within the sector and are reputable might receive preference whilst municipalities might be reluctant to work with new providers with little to no track-record.

#### **2.2.4 Regulatory Bodies for social housing**

Regulatory bodies are essential in social housing and thus holding them accountable increases transparency in governance. Mackay (1999: 391-392) states that lack of institutional capacity was identified by National Housing Finance Corporation (NHFC) as one of the weaknesses of SHIs. The realisation resulted in SHRA being established as a regulatory body.

In terms of Section 6(1) of the Social Housing Act the NHFC provides SHIs with access to loan funding and provides SHRA with financial records thereof to enable it to evaluate the institutional health and financial sustainability of SHIs (SA Government 2008). In accordance with Section 2 of the Social Housing Act, the National Association of Social Housing Organisations (NASHO) is an NGO that amongst other tasks conducts research to aid in identifying areas that require capacity building. This knowledge aids in more accurate planning as SHIs can make informed decisions.

Mackay (1999: 389) points out that the National House Builders Registration Council (NHBRC) established a warranty scheme to regulate the quality of buildings and thus registration of builders became mandatory in 1997. As a result, contractors could be held accountable for the quality of their workmanship and improved quality houses could be built. Thus, lowering the number of buildings with structural defects from poor workmanship and the cost to repair thereof.

### **2.3 The impact of social housing spatial and social integration**

National Association of Social Housing Organisations and The Housing Development Agency (2013: 10) elaborate that in accordance with the Social Housing Act, objectives of social housing comprise of social, economic, and spatial elements. The social component addresses racial segregation by striving to integrate people from different races and class into the city. While the spatial component recognises the importance to restructure apartheid spatial patterns.

According to Ballard and Hamann (2021: 96), the city comprises mostly of black people from different ethnicities, and nationalities who are a mix of lower and middle class. Todes (2012: 158) outlines that most of the urban poor have been housed through the RDP, backyard shacks and informal settlements on the periphery of the city. Mosselson (2017: 361) states that people earning below R3 500 per month are catered for through the National Housing Subsidy Scheme (NHSS) and receive RDP houses which are located on the periphery of the city. Therefore, the poorest of the poor are not included in SHPs. Chenwi (2006: 13) agrees that lack of adequate housing has led to private land invasions and occupation of bad buildings. A shortage of affordable well-located land has unintentionally reinforced apartheid spa-

tial planning as developments are forced to take place on the urban periphery (SA, DoH 2004).

Chenwi (2006: 15) states that adequate housing should also be sustainable in that it should be located within reasonable distance to economic opportunities. Housing projects have been in cheap and poorly located land which is usually distanced from social amenities and economic opportunities (SA, CoGTA 2016). Amoah et al. (2020: 5) elaborate on the intention of government to provide low-income earners with social housing that offers tenants better living conditions than those experienced in shacks. Mosselson (2017: 372) states that SHIs have made strides to integrate low-income earners into urban areas.

Von Hoffman (1996: 439) reflects on how the USA government mobilised mixed-income developments as a strategy in reducing income segregation. Klug et al. (2013: 677) agree that although there might be the political motives behind subsidising private development in mixed-use and mixed-income developments, this strategy contributes to a more inclusive city no matter how little the progress. Onatu (2010: 205) states that integration of different socio-economic classes does not necessarily lead to social interaction but that it changes spatial patterns and might lead to improved service delivery.

Residents interact with who they can identify with; therefore, reversing apartheid spatial planning does not necessarily lead to social integration. According to Russell and Redmond (2009: 639), tenure mixing might assist in reducing the stigma associated with social housing as it might integrate the middle class who possess the power to buy property and the poor who are subsidised by the state.

Onatu (2010: 204) further elaborates that spatial settlement patterns can be changed when societies are multicultural and non-racial. In the case of Johannesburg, it has been noted that apartheid spatial patterns can still be traced as Mosselson (2017: 371) reflects that white residents abandoned the inner-city to live in nearby suburbs. Government can only create legislation and policy, but it cannot force social integration. Segregation of people by colour has been replaced by economic segregation hence the recommendation of mixed-income housing. It can thus be assumed that SHPs have their limitations in terms of closing social segregation.

## **2.4 Strategies to promote Local Economic Development through social housing**

The economic aspect of social housing strives to empower the local community with skills required to escape the poverty trap and to attract investment into the city. UNECE (2019: 35) states that social housing has an essential role to play in economic policies by ensuring that recipients benefit economically from SHPs. Selipsky (2009: 261) elaborates that JHC transformed the once degenerated and dangerous bricks and mortar liabilities of the CoJ into income generating assets.

One of the fiscal contributions of social housing to the local economy is payment of utilities, rates and taxes from refurbished bad buildings and thus increases municipal revenue. Small contractors who are utilised for maintenance of buildings also benefit in terms of experience to their portfolio and revenue, so social housing creates employment and skills transfer opportunities. Mathebula, Emuze and Oladokun (2020: 300) point out that part of the radical economic transformation is to empower Small, Medium and Micro Enterprises (SMMEs) in development projects to maximise the transfer of skills and knowledge.

Clark and Wright (2018: 49) point out that urban regeneration should attract private sector investment in terms of transport and other infrastructure so that more businesses and amenities might also be attracted to the city and thus create employment. Pick, Ross and Dada (2002: 202) state that revised policy in local governments include the provision of infrastructure to street vendors. Although the extent to which this economic activity contributes to the Gross Domestic Product (GDP) cannot be accurately recorded, the people on the ground benefit financial from it.

According to Mosselson (2017: 376), in the context of neoliberal city planning policies, socio-economic factors prevail alongside commercial concerns. Local businesses require residents with disposable income to thrive. Therefore, it is imperative that the city is not turned into a social housing hub but an integrated space with opportunities because people migrate to cities for economic reasons. JOSHCO (2018: 10) highlights that adding commercial properties to social housing portfolios assists in mitigating these conflicting interests.

The vision of the National Development Plan (NDP) is to achieve visible results by 2050 on the transformation of housing into sustainable human settlement in SA. Jobs, housing and

transport are the three elements around which spatial transformation is anchored (SA, CoG-TA 2016). Development initiatives such as skills development, inclusion of small contractors in projects and building social facilities address the economic and social wellbeing of the communities.

Johannesburg Social Housing Company (2019a: 71) mentions that one such initiative by government is the Expanded Public Works Programme (EPWP) which is mobilised reduce to unemployment through training and increasing employment opportunities to poverty stricken South Africans. JOSHCO stated in its 2018/19 business plan that they intended to reduce unemployment by five percent though increased investment and economic development initiatives (JOSHCO 2019a). The Black Economic Empowerment (BEE) programme and EPWP have been utilised as drivers in delivering jobs, training and inclusion of small enterprises in SHPs.

Russell and Redmond (2009: 639) state that in Ireland income and tenure mixing was adopted as a policy with the aim to attract the need for improved commercial services and thus pump investment into the local economy. LED in social housing and within neoliberal policy framework is crucial as SHIs require a return on investment. Equipping the local community with skills and creating job opportunities increases sustainability of SHIs because unemployment affects rental payments.

## **2.5 Challenges in acquisition of bad buildings earmarked for refurbishment**

The Social Housing Act states that the responsibilities of SHIs is to acquire land for housing development, buildings for refurbishment, maintain the buildings and perform administrative functions such as tenant management and rent collection (SA Government 2008). Amirtah-masebi et al. (2016) elaborate that regeneration projects have been largely criticised for leaving residents without homes and in destitute. Onatu (2012: 185) refers to social housing flats as one of the most accessible housing typologies for low-income earners working in or around the city as they are affordable, high standard and well maintained. This has caused a high demand for this type of rental housing amongst the target market which exerts pressure on SHIs.

People who do not have access to social housing often opt to occupy bad buildings. According to Winkler (2009: 372), in May 2007 CoJ launched the Inner City Regeneration Charter. However, Winkler (2009) criticised the Charter for failing to make concrete policy on alternative housing for displaced bad building evictees. Ah Goo (2018: 106-107) points out that displaced residents who are unable to find alternative accommodation end up on the streets or shelters where living conditions are worse than the building from which they were evicted.

Chenwi (2006: 14) refers to the CoJ versus Rand Properties case wherein Judge Mohamed Jajbhay ruled against the eviction application by the municipality and stated that they had failed to comply with the constitutional and statutory requirements to provide bad building occupants with alternative accommodation before granting the eviction notice. As much as bad buildings are not suitable for adequate housing, evicting occupants without alternative accommodation exposes them to worse conditions. Another problem is that evictions do not necessarily reduce the number of occupied bad buildings.

Chenwi (2006) states that evictees usually move into other bad buildings in the vicinity, therefore evictions do not eliminate the problem of people living in buildings that are hazardous to their health and not safe for occupation. The process to evict occupants from bad buildings is one that is full of altercations as Winkler (2009: 371) states that in 2002, 125 bad buildings in the city were acquired through evicting occupants without giving them alternative accommodation. Dugard and Ngwenya (2019: 3) elaborate that occupiers of bad buildings live with the certainty that they will most likely be evicted and become homeless or move to occupy other bad buildings unless government offers them alternative adequate accommodation.

Wilhelm-Solomon, (2020: 404) refers to the evictions carried out in 2017 by Herman Mashaba, the former Mayor of Johannesburg. Once the Democratic Alliance (DA) won the metro the Mayor was adamant to remove people from bad buildings regardless of the consequence. Wilhelm-Solomon, (2020) further points out that it was in that same year in December that the Constitutional Court ruled against CoJ for evicting amongst others, Nomsa Dladla from a bad building to a shelter where she complained that the place was inhabitable and worse than the bad building that she was evicted from. These cases set precedence for other cases there-

fore it is worth noting that evictions carry consequences when the evictees choose to institute legal action.

Besides evictions by SHIs and municipalities, there are city renewal projects which require evictions to be carried out. According to Ah Goo (2018: 89) gentrification has been thought of as controversial as it promotes class conflicts and uproots working-class residents from their livelihoods and place of residence without the possibility of bringing them back into the community. Unlike urban regeneration, gentrification is an urban renewal initiative which focuses only on the physical redevelopment of buildings.

Ah Goo (2018: 106) refers to the gentrification projects in Maboneng Precinct as an example of how the working class were pushed out of the city and thus placed additional pressure on SHIs to meet the housing demands of the poor. Amirtahmasebi et al. (2016) elaborate that cities are moving towards Inclusionary Zoning (IZ) as a strategy to include all classes in development projects.

Amirtahmasebi et al. (2016) explain that in IZ private developers are offered subsidies, reduced red tape in approving permits and any other incentives that might motivate them to allocate a certain number of flats to low-income residents. In this way, even gentrification projects can have a social aspect to them. UNECE (2019: 36) points out that integrating social housing into the private housing market stabilises the cost of housing. UN-Habitat (2022: 46) states that urban regeneration includes challenges such as gentrification, evictions, and loss of livelihoods.

## **2. 6 Sustainability of social housing funding models**

UN-Habitat (2022) states that in line with planning within context, current and social housing strategies should comprise of plans to mitigate the effects of Covid-19 on cities. The pandemic led to a loss of business and income for many people. JOSHCO (2018: 10) states that economic conditions influence employment rates of tenants and thus has a conundrum effect on payment rents. Brisson and Covert (2015: 126) state that with the low-income bracket, income is unstable which makes budgeting even harder and ultimately leads to late rent payments.

Brisson and Covert (2015) elaborate that families living near or below the poverty line are faced with the competing needs for shelter, education, food, and health because “market goods and amenities are subject to budget constraints” (Kymlicka 1991: 74). Therefore, any disturbance in the flow of income means that tenants might have to forfeit on rent payments which affects rental collection by SHIs. According to Scheba and Turok (2021: 13), even with the existence of eviction policies it is hard to evict rent defaulters as evictions in public housing tend to be politically motivated and there is more compassion than in the private market.

In the 2020/2021 financial year report JOSHCO stated that it was in “a space that is directly impacted by the harsh economic conditions of the country” (JOSHCO 2020: 34). Murphy (2000: 65-66) states that the limited interventions in welfare by the state means that some basic services such as water and electricity are privatised. In the case of CoJ, its entities (that is., Johannesburg Water and City Power Johannesburg) are responsible for the provision of water and electricity, but both are not included in rent. Therefore, the annual municipal tariff raises on water and electricity also add to financial constraints for tenants.

NASHO (2012: 39) states that RCG is one of the mechanisms utilised to fund SHPs and is administered by SHRA. Mosselson (2017: 380) further points out that the NHFC is sometimes forced to put business needs above social needs due to government fiscal constraints which lead to limited funding of SHIs. Scheba and Turok (2021: 10) elaborate that one of the challenges with subsidies is that they are limited to construction costs, thereafter SHIs must raise operating capital which might be a challenge because they can only raise rent to a certain percentage and the constraints to only accommodate certain income bands in their projects. Klug et al. (2013: 677) gave an example of how Fleurhof, one of the SHPs in Johannesburg CBD, was able to yield significant returns on investment owing to its mixed-income funding model as it is resistant to property market fluctuations.

Cuts in subsidies mean that SHIs must take out loans repayable with interest, which leads to an even lower return on investment. Johannesburg Social Housing (2022) states that in the mid-2000 they received funding from Absa Bank for the Elangeni development, and in 2006 they completed the Brickfield housing project which was financed through debt, subsidy and equity. JHC (2022) mentions that each of their buildings is expected to cover its operational costs

from its operational income. JOSHCO (2018: 10) states that strategies to increase revenue include increasing commercial portfolios so that they can cross subsidise social housing portfolios, employing cost-effective construction methods and diversifying the rental portfolio to include high-earners through mixed-income developments.

Selipsky, (2009: 260) states that the interface between profits and social needs is called social entrepreneurship, and investment is on both the property and the people. Although social housing focuses on the social aspects of housing, it is important to highlight that these buildings require maintenance, therefore the business aspect cannot be overlooked hence tenants whose accounts are in arrears are evicted. Van Rooyen (2001: 62) agrees that municipalities should introduce a business-like approach as part of integrated development plans. NASHO/HDA (2013: 14) mention that metropolitan municipalities have prioritised strategies to assist in overturning the decay of their cities and that the business sector and property owners have been supportive of such initiatives for economic reasons.

## **2.7 Theoretical framework**

This study adopted the redistributive and socially progressive approach within the context of neoliberalism, a market and quasi-market approach theoretical framework. Turok et al. (2022: 96) describe this hybrid approach as one that is influenced by government policy and market forces. In social housing, the aim is to break even or retain small profits as the main goal is meeting social needs, but at times it becomes economically difficult to prioritise the social aspect of housing. Redistributive and socially progressive goals within the context of neoliberalism enables policies that can take into consideration the socio-economic conditions of social housing recipients whilst the market approach ensures the financial sustainability of social housing funding models.

Mosselson (2017: 354) highlights that these two contradicting frameworks with competing interest can co-exist to achieve dualistic outcomes. Mosselson (2020: 287) elaborates that although the city is steadfast on attracting private investment, plans to provide social housing to low-income groups are in place. Quasi-market approach in social housing occurs when government offers the private sector incentives to participate in government development project or to include a certain percentage of social housing in their own projects.

### **2.7.1 Redistributive and socially progressive goals within the context of neoliberalism**

The context of development planning in SA is one that has moved from apartheid to neoliberalism. Patel (2022: 310) states that since 1994 SA adopted neoliberal economic policies. Pottie (2004: 607) elaborates that in addition to housing being a human right it was also established as being an economic right in that social resources would be distributed equally to all citizens regardless of race. Patel (2022: 311) elaborates that fairness and the equal distribution of economic resources and opportunities promotes social justice.

According to Wilson (2007: 97), the concept of “justice” has been redefined to fit into neoliberal economic objectives in that individuals are aided to be self-empowered and eventually pull themselves out of the poverty trap. In the context of social housing these rental flats serve as an entry into the housing market, a move closer to economic opportunities and the possibility that over time social housing recipients could be able to afford to buy their own houses. For this reason, educational programmes such as rent-to-buy, and Finance Linked Individual Subsidy Programme (FLISP) are promoted so that tenants are empowered with information of the buying options that are available in the housing market.

Mackay (1999: 389) states that housing problems resulted from lack of adequate income caused by historical inequalities in education and political structures. Bhattacharya and Lowenberg, (2010: 40) point out that the apartheid education system, which was legislated under the Bantu Education Act (No. 47 of 1953), led to poor human capital due to low investment in education of black people.

Wilson (2007: 97-98) states that by the early 2000s students who attended high schools in the south of Johannesburg had lower rates of graduations and were poverty stricken and exhibited social problems. Mosselson (2017: 367) states that national policies are neoliberal and have remained committed to redistributive justice. Neoliberal policies acknowledge that HDIs are disadvantaged because of policies that did not afford them the opportunity to advance themselves and thus provides financial assistance to a certain level.

Post its election into government the post-apartheid government aimed to reverse the economic injustice caused by apartheid. Goebel (2007: 293) mentions that South African housing policies for the poor have exhibited the adoption of neoliberalism. Scheba and Turok

(2021: 6) point out that social housing was influenced by international policies from countries such as Netherlands and Canada, and that NGOs such as JHC jumped at this opportunity, therefore the support of government for institutional subsidy solidified the implementation of social housing policy. Institutional subsidies from government to private institutions such as JHC ensure that these institutions can provide affordable rentals to low-income earners.

According to Mackay (1999: 388), the low rate of national economic growth made it difficult for housing programmes to receive sufficient funding as other programmes such as education and health, were equally important. The realisation that the provision of adequate housing structures was not sufficient to eradicate housing poverty, made it mandatory to provide services and infrastructure that support sustainable human settlements. Therefore, given the fact that SA is a third world country with fiscal constraints made it difficult to stretch budgets to cover all development projects hence housing poverty is still apparent.

Post-apartheid policies were not without criticism, some have argued that the four-roomed RDP houses were no different from the apartheid government houses. Their lack of sustainability in terms of quality, size and location facilitated the need for policy reforms. The first policies were not comprehensive as they were focused on provision of housing structures and did not incorporate socio-economic factors into planning. Pottie (2004: 610) elaborates that affordability, sustainability, basic infrastructure, and location make up a summary of what sustainable adequate housing should be.

This realisation led to the formulation of BNG which is an integrated comprehensive plan in provision of housing. Onatu (2012: 189) states that BNG was introduced in 2004 to transform spatial planning into inclusive communities, provide social infrastructure and improve partnership with the private sector. Section 2(1)(e)(iii) of the Housing Act supports the elimination and prevention of slums and slum-like conditions by establishing and maintaining socially and economically viable communities (SA Government 1997).

Murphy (2000: 66) states that the limited state intervention should encourage citizens to improve their economic situation and view intervention as aid instead of entitlement. The realisation that refurbishing physical structures of a city does not automatically attract investment has led to urban regeneration, which in a neoliberal policy framework provides the urban

poor with an opportunity to access economic opportunities and find a middle ground in alleviation of poverty.

Williams and Taylor (2000: 22) highlight that in its essence a neoliberal framework aims to create an international community in which threats on capital investment returns are minimised. Imposing policy frameworks is adopted to increase the ability of third world countries to repay developmental loans, increase institutional capacity and promote good governance. Building institutional capacity increases the probability for countries to allocate funds effectively and increase their ability to repay the loans. However, Doornbos (2003: 10) argues that imposing good governance and political conditionalities are often an illusion as international policies might not be conducive to local conditions.

Stephens (2019: 5) criticises globalisation as a threat to national policies in that the ability of government to make decisions is weakened by the international community. Stephens (2019) further elaborates that the extent to which local government can influence policy decisions depends on legislation from national level, therefore all stakeholders are affected by policy-making decision constraints at national level. The development planning environment is thus not conducive to new ideas. Peck and Tickell (2002: 380) elaborate that global lending agencies offer third world countries loans on condition that their development policy adhered to neoliberalism. Murphy (2000: 62) states that structural adjustments are utilised by International Monetary Fund (IMF) as instrument to reform institutions and policies.

JHC (2022) confirms that they received their initial funding from European Union (EU) and the Flemish government. Murphy (2000: 66) states that some basic services are privatised and commodified, a distinction is made between economic and social responsibility where certain services are for those that can afford them. SHIs provide affordable rental housing stock to low-income earners, but tenants must pay for utilities. Therefore, the importance of economic development cannot be overlooked as it affects sustainability of SHPs.

Murphy (2020: 7) highlights that the neoliberal approach to social housing has moved towards a market approach in that policies have been reformed to include third party providers by facilitating transfer of land and buildings at below market rate prices. Murphy (2020) cautions against blurry frameworks which might have financial consequence, but also points out

to the importance of outsourcing some of the functions of the local government to fast-track provision of social housing.

### **2.7.2 A market-based approach to social housing**

A market-based approach in the context of social housing targets low-income earners with the aim to provide them with rental packages that they can afford. Business models under this approach integrate housing problems for the poor with business interests. These kinds of developments are influenced by policy frameworks which provide incentives for business that engage in solving socio-economic problems.

Mosselson (2017: 370) states that SHIs optimise affordability to tenants, covering management and operating costs whilst generating small profits. Pottie (2004: 607) points out that an income-based approach was employed in implementing housing policies for public housing. Alongside citizenship, salary bands were utilised as selection criterion to determine eligible recipients of social housing flats. The market-based approach provides a balance between social and business interest as SHIs can target a group of people who have an income, unlike with RDP houses where people receive title deeds for free and do not have to be employed. The financial sustainability of the social housing funding model is dependent on tenants paying rent regularly.

According to Mazhinduka et al. (2020: 299) this target market is a high credit risk as most of them live below the national poverty line and are thus prone to default on rent. Once a tenant does not meet their rental payment obligation, the predicament automatically kicks them out of the target market as SHIs require cash flow to perform administrative and maintenance duties required for the property to function effectively.

Russell and Redmond (2009: 636) elaborate that in social housing, market-based approach is influenced by economic considerations that aim to create sustainable communities. JOSCO (2018: 10) points out that they strategise on alternative ways to maximise profits by implementing cost-saving construction methods and diversifying their portfolio to include middle income earners through mixed-income developments. A market-based approach to provision of social housing requires SHIs to keep abreast of change, innovation, and technology. This

ultimately requires continuous research, implementing new policies and consultation with experts in development issues.

NASHO/HDA (2013: 15-16) point out that in the 1990s urban regeneration strategies were almost silent on housing for the poor in that they prioritised slums clearance and crime reduction so that property values would increase, and private investment could be pumped into the city. Turok et al. (2022: 105-106) state that JOSHCO was in the lead in terms of social housing provision in the country and part of the reason might be due to the institution receiving preferential treatment in terms of allocation of land and buildings as it is viewed as an extension of CoJ.

According to NASHO/HDA (2013: 28) the social housing sector relies on availability of land and buildings released at below market rate. The Municipal Finance Management Act (No. 56 of 2003) makes provision for assets to be released to achieve developmental goals (SA Government 2003b), but municipalities prefer to release such assets to the highest bidder through tender processes (NASHO/HDA 2013). Turok et al. (2022: 106) reiterate that this red tape is not in accordance with the Social Housing Act.

Scheba and Turok (2021: 13) state that non-payment of rent threatens the success of SHPs. NASHO (2012: 39) agrees that SHIs must collect at least 95 percent of rent payments to stay afloat or make a profit. Therefore, these projects are not to be viewed as charity as SHIs take the necessary steps to collect rent and evict tenants who fall behind on rent. If a tenant can no longer afford to pay rent, they then fall outside the market that the funding model targets. One of the disadvantages of this approach is that tenants get promotions or better jobs and as a result thereof fall outside of the target market. Part of this research was to investigate if SHIs have the capacity and technology required to vet incomes of their tenants over time and to report on the mechanisms employed when handling such tenants.

### **2.7.3 Quasi-market approach in social housing**

Quasi market approach occurs in PPPs as private developers are encouraged to participate in social housing through incentives and subsidies. Oxley et al. (2010: 338) define quasi-market approach as different from the conventional market in that they are constructed by government to meet its developmental objectives through the provision of regulatory frameworks and

incentives to third party services providers. This approach is effective in attracting private developers to participate in government-led development projects. Private markets are profit driven and are dependent on demand and supply, but in participating in SHPs private developers are regulated to keep rent below the conventional market

Oxley et al. (2010) state that this approach creates a competition amongst private developers to create their housing packages that offer value for money. This approach inspires innovation of new ways to improve social housing provision in that private developers are vetted through tender processes. However, Carey et al. (2020: 37) point out that small providers are often side-lined in comparison to established ones.

The strategy is one of the best ways to provide mixed-income housing as developers can include low-income earners in their projects. Dykes (2016: 70) points out that although this approach is effective in implementing mixed-tenure and mix-income housing it can hamper progress in the roll-out of social housing as it allows private developers to allocate a small number of flats to social housing. Oxley et al. (2010: 344) argue that quality social housing flats supersedes the quantity thereof.

Carey et al. (2020: 37) further elaborate that any major changes to incentives should be thoroughly analysed and implemented on a small-scale basis to avoid major failures and that such should be planned and implemented in collaboration with third parties. Mazhinduka et al. (2020: 300) state that the PPPs funding model is flexible to macro changes in the economy. Given the political climate in SA that is sometimes not stable, the quasi-market approach to social housing is recommendable. The type of subsidies available include institutional subsidy, project-linked subsidy, and tax incentives.

Centre for Affordable Housing Finance in Africa (2012: 4) states that since 2012 private sector has been able to access social housing development subsidy through SHRA. CAHF (2012) elaborates that a flat in a social housing project usually consists of a 40 percent RCG funding which is facilitated through SHRA, a 25 percent Provincial Institutional Subsidy (PSI) top-up grant, the other 25 – 35 percent is made up of a loan and 10 percent Equity, but the 10 percent is only required from private sector. RCG is funding that is available to re-

structure social-economic and spatial planning in urban areas whilst PSI is specifically for social housing.

NASHO (2012: 11) states that between 2007 and 2012 Gauteng had received about 22 percent of social housing funding from RCG, with Johannesburg having received 91 percent of the funds and Tshwane received only nine percent. NASHO (2012) elaborates that the allocation of funds to SHIs is affected by the number of SHIs in a province, SHIs capacity and the availability of land and buildings.

## **2.8 Conclusion**

Social housing has played an important role in achieving adequate human settlements. It has proven to be part of a broader goal to create a smart city where private sector, small businesses and residents can thrive. Although mechanisms employed in urban regeneration should continually be observed to identify areas of improvement, there have been commendable outcomes from the input of stakeholders in social housing. This study was conducted within neoliberalism, a market and quasi-market approach theoretical framework within which social housing provision occurs in SA.

## **CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY**

### **3.1 Introduction**

This chapter discusses research methods that were employed in the study. It discusses data collections techniques and instruments that were used to collect both primary and secondary data. It further goes into detail with regards to ethical considerations that the researcher adhered to and closes by discussing the storage of data.

### **3.2 Research paradigm**

#### **3.2.1 Interpretivist paradigm**

This research adopted the interpretivist paradigm. Kalof and Dan (2008:200) explain that the interpretivist paradigm seeks to describe the lived experiences of individuals from their own viewpoints. The interpretivist paradigm allowed the researcher to obtain in-depth data on how social housing is used as a mechanism to provide adequate housing to poverty-stricken residents of Johannesburg CBD and its role in urban regeneration.

Alharahsheh and Pius (2020:41) elaborate that interpretivism seeks to study variables in depth and in relation to context by including people and circumstances that led to a different social reality. Kalof and Dan (2008:98) state that this type of research requires the insights and interpretive abilities of a researcher for which software programmes fall short of.

Hammersley (2012) states that interpretivism emerged in support of qualitative research in social sciences. According to Ryan (2018: 17), it is subjective in that a researcher rarely completely discards their own values and beliefs and it thus influence data collection, interpretation, and analysis. Hammersley (2012) highlights that to understand experiences of participants, the researcher should suspend their own assumptions as much as possible so that they can submerge into the context within which the research occurs.

#### **3.2.2 Positivism paradigm**

Antwi and Kazim (2015: 218) state that positivism assumes that reality is quantifiable and objective. Merriam and Tisdell (2015) elaborate that positivism assumes that reality is stable and measurable. Hypotheses and deductions are generated to make generalisations on a subject matter. It assumes that there is only one reality that can be analysed by use of statistics.

This approach focuses on what has been reported by others and tests hypotheses. Hypotheses for this study were drawn from government reports and peer-reviewed literature. Closed-end questionnaires were utilised to test the existing theories. The study adopted a positivism paradigm to test numerical data collected from government reports on demography and JOSHCO reports on rent collection rates because they are official statistics.

### **3.3 Research design**

The research design is a guide on how data shall be collected, analysed, and reported. Descriptive correlational design and exploratory research design were utilised in this research study.

#### **3.3.1 Exploratory research design**

Exploratory research is effective in exploring topics which have not been sufficiently researched. It provides an in-depth analysis of variables and thus can be mobilised to develop hypotheses. It provides a building block for further research as it seeks to generate new knowledge. Casula, Rangarajan and Shields (2021: 1708) elaborate that exploratory research is important as all research topics were once new. Exploratory research was employed to discover new trends in social housing. Exploratory research is hypotheses generating in that it identifies and defines a problem thereafter key variables of a topic can be identified and their relationship evaluated.

#### **3.3.2 Descriptive correlational design**

Descriptive research design is useful in establishing a comprehensive perspective of events and thus enables a researcher to formula questions that necessitates further research. However, one of the downfalls of this design is that it fails to evaluate relationships between variables. Therefore, to test and generate hypotheses the researcher employed a correlational design which is useful in measuring correlations between variables. This research aims to provide a picture of the current state of social housing and on the other hand establish if there are any significant relations between variables that affect the sustainability of SHPs. According to Sousa, Driessnack and Mendes (2007: 504) descriptive correlational design describe relationships between variables without manipulating them.

### **3.4 Research methods**

This study used both the qualitative and quantitative research methods. Heigham and Croker (2009) state that employing both qualitative and quantitative methods in research allows the researcher to obtain a comprehensive view of the focus area. Quantitative methods assign preordained research design to test hypothesis whilst qualitative methods assign emergent research design to generate hypothesis. “Qualitative data may suggest a theory to explain the phenomena being studied, which can be strengthened by qualitative support” (Shareia 2016: 3839). Muntaner and Gómez (2003: 56) state that both qualitative and quantitative can be mobilised to complement each other.

A quantitative approach was employed to test the relationship between non-payment of rent and financial sustainability of SHIs. A qualitative approach was more suitable to analyse socio-economic factors surrounding the social housing value chain. A qualitative approach was also efficient in obtaining a comprehensive perspective from tenants and social housing stakeholders.

#### **3.4.1 Qualitative methods**

In this study the researcher utilised semi-structured interviews to afford participants the opportunity to give an in-depth view of their experiences with regards to evictions, living in social housing flats and to elaborate on how living in the city has affected their socio-economic conditions. “Urban Regeneration needs to be built on qualitative, reliable and comparable data and evidence” (UN-Habitat 2022: 5). Merriam and Tisdell (2015) elaborate that qualitative methods are mobilised when an existing theory fails to sufficiently explain a phenomenon and thus a researcher gathers data to generate hypotheses.

Qualitative research is dependent on the interpretative skills of the researcher, it is subjective and can thus be clouded by biases if the researcher fails to identify their positionality. It is therefore important for a researcher to identify their bias so that they can interpret data collected through the lens of participants. However, the quality of data collected is highly dependent on the honesty of responses from participants. Stockemer (2019) states that one of the disadvantages of qualitative research is that participants tend to feel inclined to fit within a certain social context which makes them give socially desirable responses and thus the researcher cannot establish which questions were genuinely answered. Kalof et al. (2008) elab-

orate that social desirability occurs when research participants try to impress the researcher by giving responses that they assume the researcher expects instead of stating the truth.

Heigham and Croker (2009) mention that in qualitative research, the researcher is the leading data collection instrument in gathering and analysing data. The ability of the researcher to probe and read non-verbal communication influences the quality of the research report. According to Vaismoradi, Turunen and Bondas (2013: 403), qualitative approaches have been criticised for lack of scientific rigour and credibility as opposed to the widely accepted quantitative methods. Contrary to this criticism qualitative methods can obtain in-depth and interrogative analysis of data. Since this was a social study, qualitative research was useful in explaining social phenomena at hand.

### **3.4.2 Quantitative methods**

Given (2008) describes quantitative research as one that is useful in measuring, verifying, and proving of a thesis. The questionnaire for JOSHCO staff included closed-end questions to quantify and compare the collected data with the information on their business plans and annual reports. This was to test and verify the degree of accuracy of the published information sourced for this research. Information such as the number of social housing flats allocated at a certain period, figures on rental payments, accounts in arrears and number of buildings acquired are statistical in nature and require quantitative research methods.

Quantitative research is effective in testing hypotheses. Quantitative methods are employed in analysing social phenomena that requires statistical measurements. Shareia (2016: 3839) elaborates that quantitative methods are objective and can test hypotheses. Salkind (2010) states that one of the criticisms of quantitative research is reaching conclusions that are often detached from the complex nature of human experience and employing research methods that are overly impersonal. Since this study includes complex social issues the use of qualitative methods shall counter this disadvantage of quantitative methods.

## **3.5 Data collection techniques**

### **3.5.1 Primary data collection**

Qualitative and quantitative primary data collection were utilised to source data from SHIs and tenants so that an in-depth analysis of social reality would be obtained. According to

Gillham (2000) a case study can be utilised as the main method and within it, sub-methods such as interviews, samples, observations, etc can be added. Prospective social housing (AA House) participants were invited to participate through an invite that was posted at the building. Social housing informants were contacted individually through the telephone to enquire about their interest in the research.

**Case stud**– - Yin (2018) points out that a good study case should present alternative perspectives as opposed to a single view that seeks to support the study. Yin (2018) further elaborates a single perspective might reflect that the researcher was biased in collecting data. Denzin and Lincoln (2011) states that research input is required from stakeholders and from the research community to obtain different perspectives.

The case study for this research is one of the social housing projects on the portfolios managed by JOSHCO. The typologies are rooms, bachelors, one and two-bedrooms flats. The lowest rental is at about R1 000.00 with the highest being at around R5 500.00. According to JOSHCO (2019a: 65), there was only one vacant flat as at financial year-end of June 2019 and occupancy of 99.60 percent. Social housing informants were interviewed to obtain a balanced perspective from both the providers and recipients of social housing flats.

**Semi-structured questionnaire instrument** – Miles, Huberman and Saldaña (2018) state that research questions should reflect the intention of the research. The semi-structured questionnaire included open-end questions to allow participants to give detailed feedback. Such questions are useful in providing participants with an opportunity to provide details that the researcher might have otherwise overlooked. Rating scale questions were included to obtain data on end-user satisfaction.

**Interview**– - Interviews were conducted using semi-structured questionnaires. The interviews included senior and junior staff to obtain a balanced view of lower level and executive roles in SHIs. This assisted in identifying areas of improvement in administration, strategic planning, and possible capacity building programmes. Fielding (2018: 590) states that the advantages of online interviews is that they accommodate people who do not wish to be interviewed face to face and it tends to make participants more comfortable to give in-depth responses.

**Audio recorder**– - The researcher utilised a recorder for interviews so that any information that was missed during the interviews could be retrieved at a later stage. This also assisted the researcher to concentrate on any blind spots presented during the interviews as having to write everything might have deflected attention from sourcing quality data.

### **Diary**

A diary was utilised to write key points and details of the data retrieved from the recordings. A hardcopy diary was useful in taking field notes, but an electronic one was utilised to schedule appointments and keep track of progress.

### **3.5.2 Secondary data collection**

Secondary data was conducted through document analysis. Documents analysed include published journals on urban regeneration and social housing in Johannesburg. Government legislative and policy documents on housing policy, IGRs and municipal acts were consulted to give the context within social housing institutions operate.

Annual reports and business plans from JOSHCO and JHC gave inside information on the financial status of the companies, rental collection statistics and the impact that social housing has made on socio-economic and spatial planning in Johannesburg CBD. These reports were also crucial in identifying the pace at which projects are being roll-out.

### **3.6 Sampling methods**

The sample consisted of eight percent of the 253 flats in AA Housing, making the total number of participants to be 20. Each of the 20 selected households had representatives as different typologies were included. Purposive and stratified sampling methods were utilised for the research. Stratified sampling is a probability sampling methodology while purposive sampling is in contrast a nonprobability sampling methodology.

#### **3.6.1 Purposive sampling for research participants**

Miles et al. (2018: 41) state that qualitative research often utilises small samples that are representative of their chosen context of study and thus tends to be purposive rather than random. The researcher ascertained that there was diversity in the sample so that the final report

would reflect diverse perspectives from different types of tenants. The probability of representation in the sample was increased through purposive sampling in that prospective participants were categorised according to characteristics that support the research questions thereafter research participants were selected. “Purposive sampling strategies are non-random ways of ensuring that particular categories of cases within a sampling universe are represented in the final sample of a project” (Robinson 2014: 7). Purposive sampling is intentional in that the researcher acquaints themselves with the case study thereafter selects a group of participants who possess characteristics that are relevant to the study.

### **3.6.2 Stratified sampling for research participants**

“Stratification categories can be geographical, demographic, socio-economic, physical or psychological” (Robinson 2014: 8). The socio-economic, demographic, and geographic characteristics of the sample were representative of tenants in social housing. Sub-groups within this sample included rent payment defaulters. Kalof et al. (2008: 43) state that strata ensures that characteristics of a population are included in the sample by organising the population in categories. Such categories include aged, educational and income level. The participants were further grouped according to the type of flats they occupy so that the study would not only concentrate on one typology but include representative from all typologies.

### **3.6.3 Cluster sampling for social housing stakeholders**

Cluster sampling was mobilised for the quantitative study wherein stakeholders in social housing were selected. This included informants from state-owned institutions at provincial level, CoJ entities and departments and SHIs in the public and private sector. The cluster sample was effective in obtaining social housing data from a perspective of the providers.

Turk and Borkowski (2005: 89) state that the cost and time of sampling a larger population are reduced in cluster sampling. The value chain of SHPs is too large and includes various stakeholders at all three spheres of government and private institutions, therefore cluster sampling was more suitable for a small-scale study. Informants in social housing provision were interviewed to compare the data collected with the secondary data from their annual reports and business plans.

### **3.7 Data-analysis strategies**

Data analysis is mobilised to turn raw data into information. The researcher influences data analysis in qualitative research whilst in quantitative research the outcome is influenced by statistics.

#### **3.7.1 Thematic analysis**

Analyses of existing data occurred in literature review, formulating questions, and conducting interviews. The collected data was categorised according to themes thereafter analysed and interpreted. A thematic analysis groups data according to themes. Recognising patterns in data collected and grouping it into themes allows a researcher to identify areas which require further questions. This process also allows a researcher to identify repetitive questions or variances and thus facilitates the need to add questions that can generate a fresh perspective.

#### **3.7.2 Stratified Fisher's Exact Test**

Jung (2014: 129) explains that a stratified sample is heterogeneous and that the Stratified Fisher's Exact Test enables a researcher to measure characteristics of a dismantled sample. The test is effective in measuring statistical data in qualitative research for a small sample size with diverse characteristics. The sample for AA House consisted of 20 participants hence the test was more suitable than the Chi-Test which requires the sample size to be at least 30 participants. A Microsoft Excel Spreadsheet was utilised to capture data in columns and rows, thereafter numerical data was summed up to obtain averages and percentages.

#### **3.7.3 Descriptive statistics**

Descriptive statistics was utilised to analyse quantitative data. According to Fisher and Marshall (2009: 95), descriptive statistics are the graphical and numerical techniques applied to coordinate, present and analyse data. Demography statistics derived from Statistics South Africa (Stats SA) provided insight on the degree of racial integration and settlements patterns in SA. Government documents provided numerical data on rent payment patterns and deviance from targeted revenue collection. Rental patterns reported by JOSHCO were matched against data collected on unemployment and rent defaults reported by research participants to test the degree of correlation.

### **3.8 Ways to ensure validity and reliability**

Validity and reliability of secondary data was ensured through comparison with existing knowledge. Peer-reviewed literature is classified as trustworthy as it goes through scrutiny by fellow researchers. At the end of the interviews the researcher confirmed the accuracy of the data collected with the participants. This gave both the researcher and participants an opportunity to reiterate their understating of the questions and of the answers. The researcher repeated some of the questions by paraphrasing them to establish variances in response.

“Triangulation is taking multiple approaches to study a particular topic” (Kalof et al. 2008: 27). Gillham (2000) states that with triangulation different methodological perspectives can be utilised as every method has strength and weaknesses. Therefore, if the outcome is the same with different methods it can be agreed that the outcome is true, if not it should not be assumed that one of the methods are wrong but that the picture is more complex than thought (Gillham 2000). Kalof et al. (2008) elaborate that triangulation can be employed to complement research methods which leads to increased credibility.

### **3.9 Pilot testing of data-gathering instruments**

Pilot testing of data collection instruments was conducted with a smaller portion of the sample. It was done to ascertain that appropriate words were used in the questionnaires and that the language was not too scientific or academic. Since the sample consisted of 20 social housing tenants, the pilot test consisted of five tenants. With the pilot testing the researcher established the computer literacy of participants and determined whether questionnaires would be completed online or printed and if interviews would be conducted online or telephonically. Any other discrepancies in the data collection instruments were identified and where necessary the instruments were modified or changed accordingly.

### **3.10 Ethical considerations**

#### **3.10.1 Informed consent**

Consent was obtained from all participants and informants. The process and purpose of the research was communicated to all concerned parties. Neuman (2014) states that it not enough to simply give prospective participants information but people need to know exactly what they are agreeing to and should not be coerced. Fisher and Anushko (2008: 99) explain informed consent as one where the potential participant is given all the information, they re-

quire to make an informed decision. Therefore, the researcher disclosed any information that would have influenced the potential participant to decide otherwise. Bryman (2016) elaborates that one of the advantages of having consent forms signed prior to research is that prospective participants have an opportunity to scrutinise what the research entails and raise any concerns.

Neuman (2014) states that voluntary participation cannot be obtained from the special population as they lack the competency required to give informed consent. The special population includes people with mental disabilities or anyone who thinks they might receive a desired outcome that personally benefits them. Knoblauch, Tuma and Schnettler (2015) state that consent qualifies as informed when the use of language is appropriate to the level of comprehension of the participants. Therefore, informed consent forms made use of layman language so that participants would understand the information therein.

### **3.10.2 Voluntary participation**

Prospective participants were informed that participation was voluntary and that there would be no compensation for it. Alasuutari Bickman and Brannen (2008) state that financial compensation, especially large amounts of money, might undermine the purpose research as the motive of participation might not be to contribute to the research but to simply be compensated. Alasuutari et al. (2008) further elaborate that reasonable compensation should be in accordance with the costs incurred by research participants in allocating time to participate and thus fairness should always be kept in mind.

Forms were provided to all participants to give consent to the researcher to collect data from them. Fowler (2013) elaborates that signed forms serve as evidence that the researcher and their institution have furnished participants with all relevant facts that pertains to the research. However, Creswell and Creswell (2017) elaborate that prospective participants should not be pressured into signing consent forms

### **3.10.3 Confidentiality**

Confidentiality was ensured by not disclosing any information that participants have not authorised to be shared. Manzo and Brightbill (2007: 61) further state that steps to be taken to ensure confidentiality should be clearly expressed in the forms. The researcher made sure that

the final report does not include information that might reveal confidential details about the participants and ensured that forms included comprehensive details on how such would be insured. The identity of participants was not disclosed to third parties. The initial contact was an invite to residents who were interested in participating in the research, but the collection of data was with individuals. In this way the residents did not know who else amongst them participated and the researcher kept the details of participants confidential.

Miles et al. (2018: 73) elaborate that confidentiality entails being transparent on who shall have access to the data. Alasuutari et al. (2008) elaborate that confidentiality affects the way in which information is reports in that the researcher should be aware of laws and legislation confidentiality.

#### **3.10.4 Anonymity**

Anonymity ensures that research participants cannot be identified through the research data or final report. In cases where the researcher knows the identity of participants, anonymity shall not be possible, but confidentiality can be maintained by omitting any information that might pose as clues to the identity of participants. According to Vainio (2013: 687), ethnic origin, age, nationality, and any other personal information that might reveal the identity of research participants should not be included in the research report.

The research questionnaires did not request names of participants and demography data was used for statistical purposes to identify socio-economic patterns but was not reported in a way that would make it clear to anyone who knows the residents to easily identify who the participants might have been. Tiidenberg (2018: 473) states that although anonymity should be ensured, such should not compromise the quality of the context and render its scientific value void.

#### **3.10.5 Positionality of the researcher**

Fisher and Anushko (2008: 97) point out that impairment of objectivity might harm the integrity of social research, participants and concerned institutions. Objectivity enables a researcher to be aware of their positionality and to uphold ethics of their field of study. Interpretation of data is more accurate when it is not influenced by the personal experiences of the researcher. Therefore, it is important to compare secondary data to identify any bias that might have

affected the interpretation of data and the final report. Such reports tend to be one sided and fail to give multiple perspectives. This study aims to report on different perspectives from both social housing providers and recipients. The researcher constantly evaluated their objectivity in collecting, analysing and reporting on findings.

Bengry (2018: 101) states that positionality influences participants opinion of the researcher in that they can either view the researcher as an outsider or insider. Bengry (2018) further points out that when a researcher is seen as an insider participants tend to give in-depth responses. Body language, tone of voice and the choice of words are some of the elements that might influence how participants view a researcher. It is therefore important that a researcher has basic information on the case study before making initial contact so that the approach can be appropriate and well reciprocated.

### **3.10.6 Do no harm**

Fisher and Anushko (2008: 96) state that a researcher should ensure that the benefits of the research outweigh the potential harm. Harm can be physical or emotional therefore a researcher should ensure that participants are well informed of any potential harm and ensure that no harm is brought to participants. Creswell and Creswell (2017) add that there is always a possibility that participants might disclose sensitive and harmful information that requires the researcher to act with tact. The researcher is governed by the code of ethics applicable to social sciences but should consider the code of ethics that govern the sensitive subject matter.

Alasuutari et al. (2008) elaborate that the researcher has an obligation to broaden the benefits of participation and lessen any anticipated shortcomings. However, Bryman (2016) elaborates that it is not always possible to identify all possible threats that might lead to harm, therefore provision to protect participants from such harm cannot be made in advance. Bryman (2016) further states that any possible moderate harm likely to occur should be disclosed to participants and be included in informed consent.

Neuman (2014) elaborates that a researcher should refrain from causing permanent and avoidable harm to participants. Miles et al. (2018: 70) state that harm includes destroying the self-esteem of participants, making them loss their livelihood, be sued or arrested. Conse-

quences of such a nature should be disclosed to participants as potential harm and as part of informed consent.

In accordance with Covid-19 Level 1 regulations social distancing was kept with participants who were interviewed face to face or requested to completed hard copies. The participants and researcher wore masks, and a sanitizer was used for surfaces and research equipment. All participants were younger than 60 years due to age comorbidities related to Covid-19. For recipients who are computer literate and have email addresses, electronic forms were sent and in accordance with the Protection of Personal Information Act (No. 4 of 2013) their personal information was not disclosed to third parties and was only used for the purpose of the research.

### **3.10.7 Safety in research**

Dickson-Swift, James, Kippen and Liamputtong (2008: 133) highlight that previously risk assessment in research was limited to possible exposure of harm to participants. Bryman (2016) states that the safety of the researcher in terms of physical or emotional harm should be considered. Possible physical harm for the researcher was in the location of the building as Johannesburg CBD is known for the high rate of snatching of mobile phones and handbags. The researcher kept their phone out of sight, was always alert and remained safe from physical harm and loss of possessions.

The building has a biometric access system so once the security guard granted the researcher access to the building there was no physical threat. Dickson-Swift et al. (2008: 135-137) explain that physical harm consists of the researcher being of ill health or exposure to physical assault and that emotional harm in qualitative research might occur when participants mistake a researcher for a role that they are not, for instance a trauma counsellor or social worker.

Therefore, it is important that in instances like this the researcher reiterates in a gentle way their role and the purpose of the research, thereafter they can refer the participants to the relevant specialists that they could contact should they opt to seek assistance. The research did not pose any obvious physical or emotional harm to the researcher and thus collection of data was safe.

### **3.11 Storage of research data**

An audio recorder and diary were utilised to collect and store data. The data was captured electronically on a Microsoft Excel spreadsheet. Informed consent forms were scanned and stored electronically on the laptop of the researcher which no other person has access to and is password protected. Additional soft copies were stored on google drive cloud storage as backup in case anything happens to the laptop. Thereafter the hard copies (that is, diary and completed forms) shall be shredded with a paper shredder machine. Once the dissertation has been submitted and the researcher receives confirmation that the final submission meets the required standards then soft data on the laptop and on cloud storage will be deleted.

Bryman (2016) states that the storage of data could harm participants in terms of confidentiality if such is not done properly. Therefore, a researcher should practice caution in storing data and ensure that it is not accessed by any person who is not authorised to do so. Knoblauch et al. (2015) emphasise that the storage of digital data is at a risk of being accessed by third parties so extra caution should be given for the data to be protected. This was done by setting up passwords for digital files and the researcher was using her own laptop and it thus posed less of a risk than a laptop at an internet café or public library.

### **3.12 Conclusion**

Data was collected according to the methods described. All ethical considerations were followed to ensure physical and emotional safety of all participants, informants, and the researcher. No person was coerced to be part of the research. The researcher was able to collect sufficient data to fulfil the purpose of this research. Results are discussed and presented in graphs and tables in the next chapter.

## **CHAPTER 4: RESULTS – PRESENTATION AND DISCUSSION**

### **4.1 Introduction**

This chapter presents an analysis of data collected through themes, charts and tables. Below is a summary of the themes which are related to the identified research questions:

- What are the stakeholder relations in social housing?
- What is the impact of social housing on social and spatial integration?
- What is the contribution of social housing to the local economy?
- What are the challenges faced in the acquisition of bad buildings earmarked for refurbishment? and
- What is the financial sustainability of SHIs?

### **4.2 Stakeholder relations in social housing**

#### **Coordination of stakeholders in social housing**

City of Johannesburg (2021: 15) elaborates that upon adoption of the IDP by council, all departments have a responsibility to align their programmes with the IDP. Department of Planning, Monitoring & Evaluation (DPME) is responsible for monitoring progress of government department and report any deviations and challenges. Aligning policies and strategies of all stakeholders is key to achieving the objectives of social housing. It enables stakeholders to ensure policy coherence, identify duplication of activities and any other areas which require improvements.

The context within which planning occurs is always changing and thus creates the need to incorporate new factors into development planning. Johannesburg Social Housing Company (2019b: 6) states that a change in political leadership is an external threat, but the institution has thus far benefited from political support as lack of adequate housing has been a priority to political parties who have occupied

The CoJ office. JOSHCO as a Municipal Owned-Entity (MOE) has benefited from its position in allocation of resources and secured a place as the leading SHIs in the country. However, receiving priority in terms of land and building allocation alone would not have sufficed to establish JOSHCO in the lead. Strengthened stakeholder relations, improved strategies in meeting operational requirements and commitment to its objectives have played a pivotal role

in its success. Informant SI005 stated that at middle and senior level JOSHCO has prioritised engaging key players in the housing industry, other municipal entities, governments departments and state State-Owned Entities (SOEs). Informant SI005 reiterated that:

*Success of such big projects is highly dependent on coordination of stakeholders, and I can confidently say that we are very intentional in making sure that everyone is on board with every project. It takes time to coordinate activities of all concerned parties.*

Informants SI003 stated that “*One of JOSHCO’s strength lies in our continued ability to engage with our stakeholders.*” However, Informant SI003 further elaborated that elaborated that the monthly human settlements meetings between metropolitan municipalities in Gauteng have been marked by poor attendance and thus lack of feedback on projects. The lack of commitment to attend these meetings is evidence of poor municipal coordination in social housing. CoJ alongside its entities and departments has been instrumental in the success of stakeholder relations within its area of jurisdiction. SHRA has also been responsive in implementing policy revisions to maximise the capacity of SHIs.

### **Community participation in social housing**

CoJ (2021: 66) states that the success of development projects is dependent on mutual participation from local government and the community. The municipality should inform the community of development plans and the latter should ensure that they actively engage in these projects (CoJ (2021). Data collected from social housing informants indicated that JOSHCO is satisfied with its stakeholder engagement at all levels. The JOSHCO Tenants Outreach Programme is mobilised to relay information to tenants and allow them to participate by sharing their experiences and expectations.

AA House research participants indicated that they were aware of the programme and most of them felt that it was a platform to be heard and receive information. With a few indicating that they did not attend the gatherings due to work and other commitments. Informant SI004 indicated that “*We spread information about upcoming developments so that people have an opportunity to apply.*” AA House participants were asked if they found the information shared at outreach programme useful and most of them are satisfied with the programme.

**Figure:4: Effectiveness of the outreach programme**



**Source: Fieldwork Research**

The results from above indicate that 40 percent of the participants think that the programme is satisfactory, whilst only 20 percent of the participants rated it as excellent. However, none of the participants rated the programme as poor, therefore to a certain extent the participants think that it is effective. Participants in their twenties and thirties rated the programme to be fair and thus made suggestions on strategies to improve communication between JOSHCO and its tenants as they are more knowledgeable on the use of technology. Therefore, it can be assumed that perception of the programme is influenced by age group and exposure to new methods of communication.

Informant SI004 indicated that the Leasing Department is responsible for explaining the terms and conditions of lease agreements to new tenants and make them aware of house rules. Tenants are also educated on the different housing options and subsidies available for their income group. The programme is also mobilised to renew leases. This is done on weekends to ensure that as many tenants as possible can attend. Although, JOSHCO has implemented lease agreements with no expiry dates for some of its SHPs, the effectiveness of this strategy in reducing the administration of renewing leases might be effective but it might also cause confusion if tenants think they can stay indefinitely at the flats, and it creates room for the assumption that there might be a possibility of ownership one day.

Social media has also been mobilised to advertise upcoming training events. Several webinars have been hosted since the pandemic. One of the advantages of webinars is that anyone can join from wherever they are if they are interested. The training sessions are important as they bring the institution to the people and increase awareness on other housing programmes. The increased interaction is effective in reducing rent boycotts hence JOSHCO has prioritised interaction with its tenants.

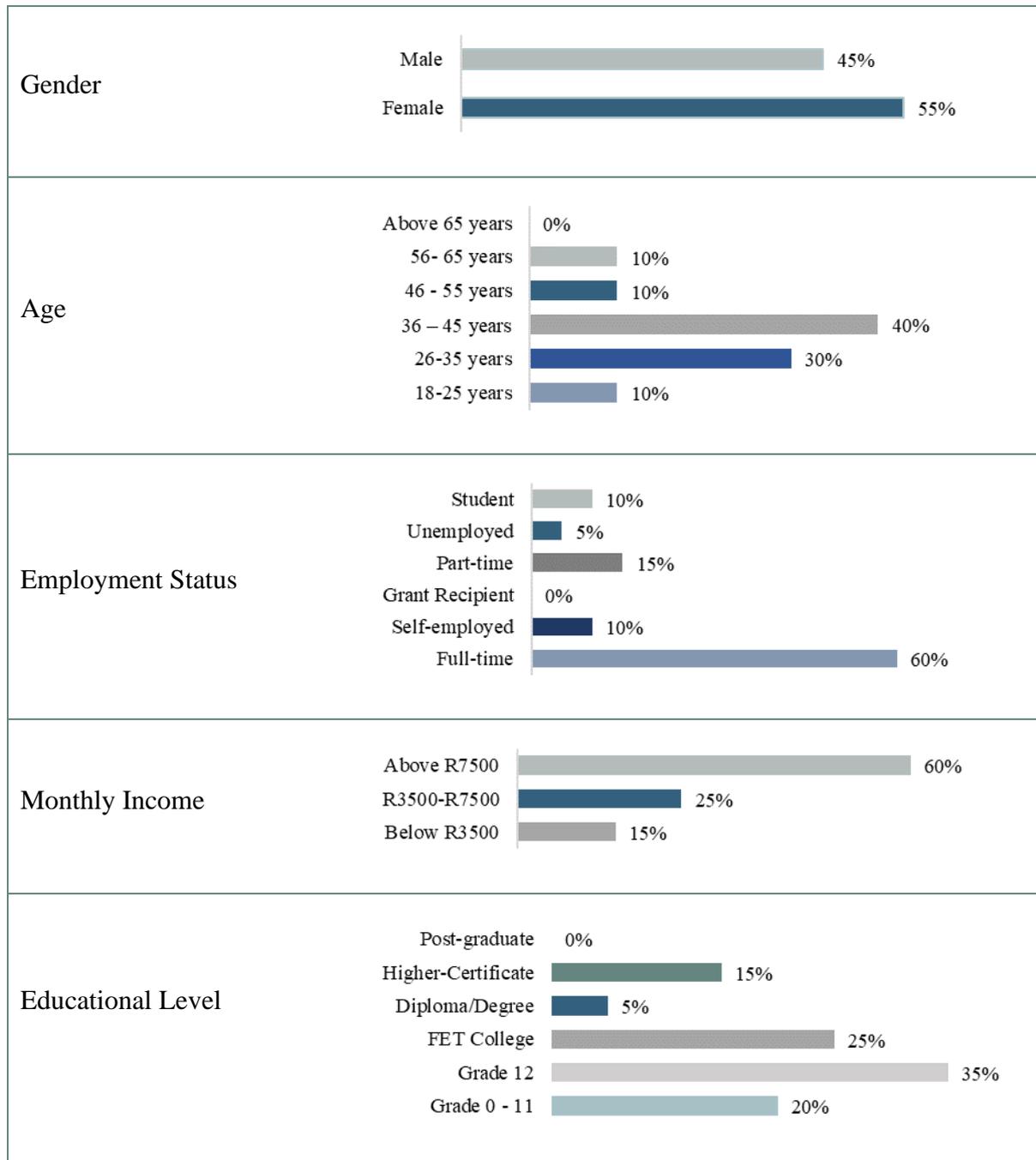
The researcher noted that there is a Caretaker onsite and an office with a few chairs for tenants to sit. The environment is conducive for tenants to raise queries for their statements as there is a computer in the office. There were general notices put up next to the lifts on the ground floor. Informant SI005 stated that JOSHCO endeavours to communicate accurate information to its tenants. Participant SP0018 said:

*For convenience we need communication to be sent via e-mail and SMSs because at times I may not be at the building and will miss the notice. But if I get it on my phone, it is easy because I always have my phone with me.*

The response from Participant SP0018 indicates that there are tenants who would prefer different modes of communication. Although the notices next to the lift are informative and put up well in advance to allow tenants to attend meetings in cases where attendance is required, it would be beneficial to introduce new ways of communication. This necessitates the need to stay abreast of change. On the other hand, it is sometimes costly to implement some of the suggestions from the tenants. For Example, Participants SP003 suggested the use of an App to enable tenants to view statements, communication, etc. Although the idea is good, the financial resources to implement it might not be available due to strained budgets.

### 4.3 The impact of social housing on spatial and social integration

**Figure 5: Demographic chart – Research participants**



**Source: Fieldwork Research**

#### **Social integration through social housing**

All research participants for this study were black. The research results in Figure 5 indicate that out of the 20 participants 11 of them were women between the ages of 24 to 40. The Social Housing Act requires that marginalised groups (that is., people living with disabilities,

the elderly, and women) be prioritised in the allocation of social housing. Results from the sample indicate that JOSHCO is adhering to this stipulation. However, there were no disabled participants therefore allocation of social housing to them could not be established. Stats SA figures indicate that Gauteng has fewer elderly people than the rest of the population therefore this might be the reason to the lack of elderly participants in the research.

Participant SP006 stated that:

*I used to share a flat with 3 other people not far from here but the place did not look like this. Here it is clean and I have more privacy.*

The statement from Participant SP006 indicates that she was already living in the city, therefore access to social housing provided her with the opportunity to have a better quality of life through an improved living space. She stays in a two-bedroom flat with her family as opposed to staying in a flat with 3 other people so that they could divide rent to make it more affordable.

CoJ (2021: 65) further elaborates that inclusive communities can be created through mixed-income developments. UNECE (2019: 36) states that promoting tenure neutrality should be considered in affordable and social housing. JOSHCO only provides the rental tenure option and currently there are no flats available for sale. Income gaps have continued to shape the landscape of Johannesburg as the upper class continue to occupy the northern parts of the city.

Out of the 20 research participants, 60 percent are employed and earn above R7500, while 15 percent earn below R3500 and are employed part-time. The income levels of social housing tenants might be narrowed with the recent revision of social housing income band qualification criterion. Previously it was up to R15 000, now it has moved up to R22 000. This adjustment might reduce the stigma related to social housing as low-income earners can be mixed with the emerging middle class. However, AA House does not have tenure neutrality, therefore any tenant who wants to own property would have to consider other available housing options.

Rent-to-buy and FLISP are available to assist low to middle-income earners who would like to own property. This research included participants from one rooms, bachelors, one bedroom

and two bedroom flats. Tenants who are renting rooms utilise the communal bathroom whilst tenants renting bachelors, one and two bedrooms have bathrooms inside their flats. The researcher noted that communal bathrooms are clean and well maintained.

Most SHPs have occurred in the inner-city, therefore low-income earners have been offered the opportunity to be closer to economic opportunities, reduced travel costs and better living conditions at lower rentals. There are sufficient modes of transport in the vicinity as most of the tenants commute with public transport. There is the Rea Vaya Bus Rapid Transit (BRT), Metrorail trains and MTN Taxi rank. In this case, there was no need to reverse apartheid spatial planning since AA House was a building that was already well located.

The advantage with refurbishing bad buildings is that most of them are already well located and close to amenities. Social inclusion as explained in the literature review is difficult to attain, but according to Ben Haman, Hulse and Jacobs (2021: 16) municipalities and SHIs can minimize social exclusion through community participation and promoting equality. Overall, social housing has succeeded in including low-income earners in the city, reducing inequality and housing poverty.

Informant SI002 indicated that JOSHCO has a Social Development Manager who assists tenants with identifying and implementing projects which contribute to the habitability of their SHPs. Such projects include the need for day-care centres, play areas and community forums. Participants who have kids indicated that they are pleased with the play area and day-care at AA House. Access to such facilities increase sustainability of SHPs as in many instances where there is lack thereof, tenants tend to sublet their rental flats and move out to places where such are available. This was identified as one of the failures of RDP houses, hence current housing interventions tackle these issues that were previously overlooked. Informant SI005 indicated that JOSHCO in partnership with No Child is Left Behind initiative provides educational packs to its foundation phase children.

AA House has security personnel onsite and biometric access at the entrance gate. This is commendable given the high crime rate in the city. The lifts were in working condition during data collection. However, the stairs had leftover ceiling boards and the chalk dust from

these boards was apparent. Overall, the building is clean, looks safe and centrally located, but the exterior is due for maintenance as it is starting to look deteriorated.

### **Spatial integration through social housing**

CoJ (2021: 17) states that the city hosts about 15.7 million people and continues to increase by over 15 000 people a month. This reality requires sustainable and proactive planning in development policies and allocation of funds. Most SHPs are in CBDs, therefore tenants have access to economic opportunities. SHPs which are in the city simultaneously address the social and spatial objectives of urban regeneration and social housing objectives as opposed to other public housing projects which require the availability of well-located land. Social housing in the city focuses on refurbishing bad buildings which in most cases are already close to amenities.

CoJ (2021: 35) explains that there is a formal housing backlog of 24.9 percent within the city, which constitutes about 450 000 flats with an average housing rollout of 3 500 flats per year. When comparing the rate of urbanisation and the housing rollout, the city is far from reducing housing poverty for low-income earners. Some research has argued that certain economic opportunities are outside the city and thus city dwelling is not viable in such instances. The availability of SHPs on the city periphery is commendable for those whose economic activities are outside the city and the different modes of transport are available should commuting be necessary. Ben Haman et al. reiterate that the condition and location of housing is crucial to everyday life, financial and physical well-being of tenants.

The main aim of social housing is to provide adequate housing, but socio-economic conditions of the recipients requires that SHIs go beyond the provision of a physical structure and tap into the conditions that affect the sustainability thereof. AA house participants were asked if they were happy with the quality, type of housing flats provided, tenure and building maintenance. See Table 1 below.

**Table 1: Housing Conditions - AA House**

	<b>Flats Quality</b>	<b>Size of flat</b>	<b>Tenure</b>	<b>Building Maintenance</b>
<b>Excellent</b>	30%	35%	20%	15%
<b>Good</b>	30%	20%	15%	35%
<b>Satisfactory</b>	20%	40%	20%	25%
<b>Fair</b>	15%	5%	30%	25%
<b>Poor</b>	5%	0%	15%	0%

**Source: Fieldwork Research**

Overall, the participants are satisfied with the housing conditions at AA House as Table 1 indicates that none of the participants perceive the flats as too small or the building maintenance as poor. Only five percent of the participants indicated that the quality of the flats was poor, with 30 percent indicating that it was excellent, Therefore, it can be concluded that the quality of the flats is acceptable.

Participants had different views which were influenced by their expectations. Participant SP005 indicated that the lifts were not fixed on time when they broke but they were happy with the overall maintenance of the building as it was kept in a neat condition and emergency such as plumbing and electrical issues were attended to on time. Participant SP007 was of a different opinion in that they were of the view that maintenance issues were not attended to on time by stating that “*JOSHCO drags its feet when they are supposed to replace globes in the corridors.*” Most of the participants are happy with the building maintenance as 75 percent collectively indicated that it was either excellent, good or satisfactory.

Most of the participants indicated that they were happy with the size and quality of their flats. This might be attributed to the fact that AA House has different typologies for tenants to choose from. Participant SP0013 indicated that:

*I share a room with my friend at the moment. We are both happy with the arrangement. Rent is shared equally. If I need more space and I can afford to pay for it maybe I will move to a bachelor or 1 Bedroom.*

In most cases tenants would rather be paying towards their own bond rather than pay rent hence only 20 percent of participants rated the social housing tenure as excellent with 45 percent rating it as fair and poor.

#### **4.4 The contribution of social housing to the local economy**

##### **The relationship between real estate and economic development**

Mazhinduka et al. (2020: 298) state that although real estate is key to economic development. The relationship between real estate and economic development is such that real estate developers should be leveraged to align their business interest with local economic needs to the benefit of all parties. Ben Haman et al. (2021: 3) state that a high concentration of public housing projects in an area leads to social problems and exclusion from economic opportunities. Therefore, it is crucial for SHPs to be implemented concurrently with economic development projects and strategies to attract private investment into CBDs.

##### **The Expanded Public Works Programme**

JOSHCO is currently promoting the registration of job seekers on EPWP. Increasing awareness of such programmes is important as the success of such opportunities is dependent on the response from the intended recipients. The EPWP provides temporary and fixed term contracts to unemployed people. The programme is utilised to assist with skills development, work experience and poverty alleviation. Participants receive a monthly stipend.

The Department of Public Works and Infrastructure (DPWI) in partnership with its stakeholders has managed to mobilise the EPWP to effectively to deliver infrastructure projects and simultaneously tackle socio-economic problems and unemployment. Two participants indicated that they had previously benefited from EPWP. According to Johannesburg Social Housing Company (2022:101), 227 employees were hired by JOSHCO through the programme in the third quarter of the 2021/2022 financial year.

Most of the participants possess a matric certificate which would explain why they have not benefited from the graduate programme as it requires a post matric qualification or a higher certificate. Although JOSHCO has other Administrator intern opportunities which require a matric certificate, none of the participants have benefited from them.

Research results indicated that most EPWP opportunities require a matric certificate hence 20 percent of the participants indicated that they had previously participated in the programme as 35 percent of the participant matriculated. The 227 EPWP workers as stated in the 2021/2022 JOHCO financial year report compared to the four graduate opportunities indicates that there is a higher probability of tenants taking part in EPWP than in the graduate programme as the former has more opportunities and there is only five percent of the participants who hold a diploma or degree, with 15 percent holding a postgraduate certificate.

Therefore, the data collected correlates with the JOHCO report on economic empowerment programmes in that there are more opportunities presented through the EPWP than the graduate programme, but given the low percentage of degree and diploma graduates if even there were more opportunities in the graduate programme only five percent would be able to participate.

### **Graduate internships**

JOHCO has internships for graduate. According to Informant SI001 the programme has been successful in giving graduates work experience. None of the research participants have benefited from this programme, however according to Participant SP0011 there are young people at AA House who have benefited from another programme which is aimed at economic empowerment of the youth. The Department of Economic Development located under CoJ facilitates South African Youth Economic Council (SAYEC) and JOHCO has also mobilised the programme for economic empowerment of the youth.

### **Inclusion of Small, Medium and Micro Enterprises in SHPs**

“Property-led regeneration has been an important tool in area-based economic initiatives” City of Johannesburg (2018). In property-led regeneration economic opportunities are provided from the onset of construction as it is at this stage that local sub-contractors should be invited to bid for tenders and can work alongside bigger and more experienced contractors. The setup provides ground for skills transfer. The inclusion of SMMEs in SHPs includes maintenance work such as plumbing, electrical work, cleaning, etc. Mobilising SMMEs in SHPs ensures that they benefit from the urban regeneration value chain.

### **Attracting commercial property investment to the city**

CoJ (2021: 66) elaborates that economic development is crucial to poverty alleviation and thus can be achieved by attracting, retaining, and expanding investment in the city. In order to attract private investment into the city, there should be a balance of refurbishing buildings into office blocks, retail space and residential buildings. CoJ (2018) states that although the development of commercial buildings has slowed down in the past decade the city remains in the lead with almost two million square meters of office stock, when compared to other cities in the country but bad buildings remain a threat to the property value.

Mazhinduka et al. (2020: 298) further elaborate that social housing brings working the working class closer to economic opportunities and thus provides businesses with a labour force that is closer to their workplace while rates and taxes received from refurbished buildings increase municipal revenue.

### **Aligning informal trade and economic development policies.**

The poorest of the poor and low-income groups participate in business activities through informal trading. Therefore, it is important to incorporate policies that support informal trade in order to promote legal income generating activities. There should be coherence between informal trading, economic development, and social housing policies. One of the participants is an informal trader who lost his job during Covid-19 National Lockdown.

Economic development plays an important role within the context of neoliberal distributive justice as any form of social welfare cannot be sustained without effective strategies to empower people to be self-sufficient. The consensus around social housing is that it should present its tenants with the opportunity to have access to adequate housing that is socially as inclusive as possible and empower them to be in a position where they can pull themselves out of the poverty trap.

### **4.5 Acquisition of bad buildings earmarked for refurbishment**

AA House was an office block which was acquired by JOSHCO in 2009. According to Informant IS003 the building was refurbished and handed over to JOSHCO in March of 2012. Few, Gouveia, Mathee, Harpham, Cohn, Swart and Coulson (2004: 436) describe the condition of bad buildings as occupied by pests, have high levels of air pollutants caused by using

paraffin, mild poisoning caused by excessive use of pesticide sprays and powers, poor ventilation and high possibility of food contamination. Although the living conditions are below standard sometimes evictees find themselves worse off in places where they are relocated to. The picture above indicates that prior refurbishment AA House was one of the bad buildings in the city.

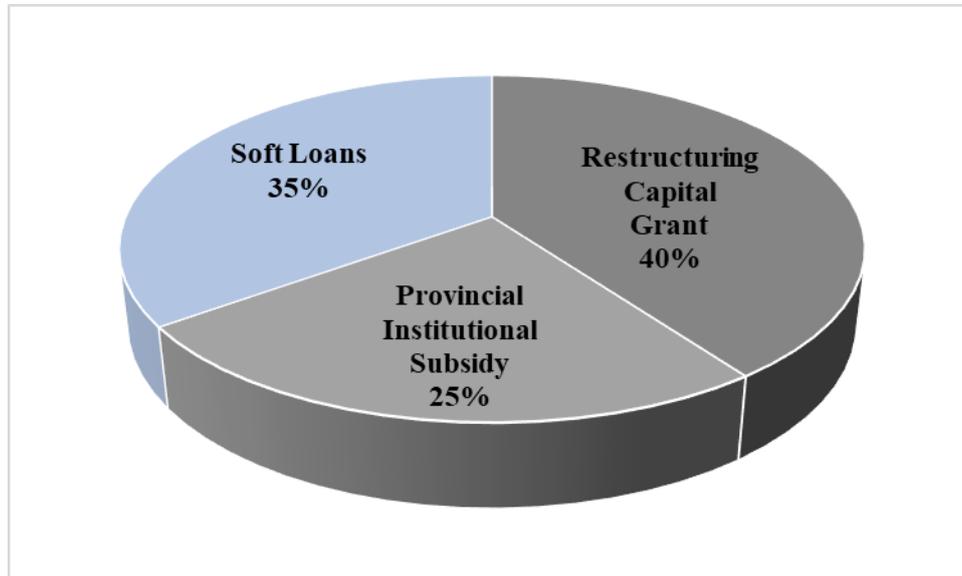
The way bad buildings are acquired is important in ensuring that in the serving one group of disadvantaged people another is not left in destitute. This aspect of business is closely related to social and spatial integration. Displaced tenants from bad buildings often find themselves placed far from their economic opportunities and at times commuting is not an option due to the associated transport costs. Therefore, displacement of evictees sometimes leads to a loss of income and social exclusion.

The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (No. 19 of 1998) requires property owners to carry out evictions in a way that upholds the dignity of the evictees and further requires that alternative accommodation be provided when evicting marginalised groups and people who cannot afford to fund their own accommodation (SA Government 1998). Consultation should commence before occupants are evicted and their individual needs be taken into consideration but most of the time consultation only happens when evictees institute legal action. This is a flaw in the evictions process.

Proper consultation prior to evicting bad building occupants reduces litigation costs. Displacement goes beyond people being homeless because when they are in an alternative accommodation where they are worse off than they were in bad buildings they can still take the matter to court. Thus, the aim should be to minimize the negative impacts of evictions on both SHIs and evictees. Informant SI 004 indicated that some of the people evicted from bad buildings are reallocated to existing social housing flats. Research participants indicated that they had never occupied bad buildings and informants indicated that AA House was not illegally occupied during its acquisition.

#### 4.6 Financial sustainability of SHIs

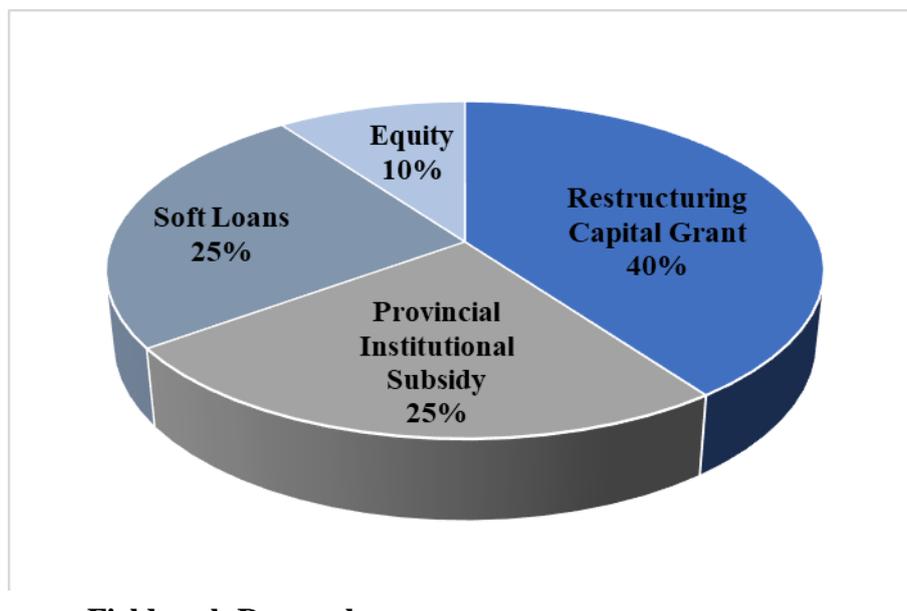
**Figure 6: Social house funding for public sector**



**Source: Fieldwork Research**

The above table indicates that 40 percent of social house funding is sourced from RCG, which is funding specifically aimed at social housing and urban regeneration. The grant is administered by SHRA and requires that SHIs be accredited to be eligible for it. Institutional subsidy is funding aimed at institutions that provide rental or rent-to-buy tenure to their occupants. The condition for the subsidy is that the flat is only available for rental and if it is made available for sale, it can only be done after four years of occupation. See Figure 7 below.

**Figure 7: Social house funding for private sector**



**Source: Fieldwork Research**

The difference between private and public funding is that public sector sources the remaining 35 percent from soft loans whilst private sector utilises only 25 percent and the remaining 10 percent from its equity. Gauteng Partnership Fund (GPF) provides these soft loans, and they only break even as they are not allowed to make a profit. This type of loan balances the social and business interests in social housing and thus the same principle governs recipients these loans. Mazhinduka et al. (2020: 300) state that SHIs are expected to payback the subsidy if they fail to adhere to the rental increase legislation therefore the rental increase does not align with inflation, making commercial property the viable option for lenders as rent increase is in line with the market rate.

The Revenue Laws Amendment Act. (No. 45 of 2003) makes tax incentive provision for Urban Development Zone (UDZ) in that developers qualify for a 20 percent reduction on the total cost of new developments or refurbishment of buildings in the year that valuation assessments are conducted, thereafter a further 5 percent for the coming 16 years (SA Government 2003a).

### **Strategies to maximise collection of rent**

According to Informant SI004 AA House has an occupancy rate of 99.20 percent of its 252 social housing flats. SHRA requires a vacancy rate of not more than 2 percent, therefore AA House is compliant in this regard. In the JOSHCO fourth quarter report (2022: 10) the Central Financial Officer (CFO) indicated that rent income is the highest contributor to revenue as it makes up 57 percent thereof, but only 56 percent of the targeted 96 percent was collected from rent in the 2021/2022 financial year. CoJ (2021: 14) states that the pandemic has accelerated financial hardships to the most vulnerable communities who face increased socio-economic hardships.

According to the demography chart employment status of the participants indicates that 60 percent of them are permanently employed. This data correlates with rental payment patterns as 60 percent of tenants indicated that their rent was up to date. Therefore, the relationship between unemployment and rent payment is reflected with the two variables. JOSHCO (2022: 10) states that only 1.9 percent of the total debt in arrears was collected though the debt collection company appointed by JOSHCO. About 40 percent of the participants report-

ed that they had experienced financial problems during Covid-19 which affected their ability to rent payment. See Table 2 below.

**Table 2: Rent collection strategies**

	<b>Residential Rent Relief Programme</b>	<b>17<sup>th</sup> Birthday</b>	<b>Christmas</b>	<b>Black Friday</b>
<b>Percentage</b>	Up to 80% discount	17%	10%	50%
<b>Target Accounts</b>	In arrears	Up to date	Up to date	120 days in arrears

**Source: Fieldwork Research**

The Residential Rent Relief Programme (RRRP) is an initiative by SHRA wherein tenants can apply for rent relief by submitting documentation to their landlords to apply on their behalf to SHRA. In April 2021 JOSHCO celebrated its 17<sup>th</sup> birthday by offering tenants whose accounts were paid up to date and had occupied the flats over a year a 17 percent discount on rent. In December 2020 they promoted the annual rent discount wherein tenants whose accounts were paid up to date got a 10 percent discount on rent if they paid in advance before 31<sup>st</sup> of December 2020 for January 2021 rent. In November 2020 they promoted the Black Friday special wherein 50 percent discount was offered for tenants whose accounts had been in arrears for more than four months.

Rent boycotts are a threat to the financial stability of SHIs. At management level, JOSHCO has prioritised tenant engagement to reduce rent boycotts. The Member of the Mayoral Council (MMC) for the Department of Human Settlements (DHS) under CoJ, Councillor (Cllr.) Mlungisi Mabaso, the CEO for JOSHCO, Sello Mothotoana and JOSHCO staff have played key roles in curbing rent boycotts by addressing tenants through different platforms. Most rent boycotts are due to misunderstandings, therefore addressing the issues and explaining the importance of rent collection for operational costs has been proven to be effective in reducing rent boycotts. All participants indicated that they had not participated in rent boycotts against JOSHCO.

Biometric Access System has been effective in increased rent collection at AA House. Thus, JOSHCO has embarked on installation of biometric access system in other buildings that did not have the system. This was concluded after the realisation that buildings that do not have

biometric system access generally have lower rent collection rates compared to those with the system.

### Mixed-income development at AA House

One of the advantages of mixed-income developments is their increased financial sustainability. Higher income flats can cross -subsidise the lower income ones. Since low-income earners are prone to default on rent due financial constraints, the ability of the higher income groups to continue paying rent even in difficult financial times assists in keeping rent collection at a steady level as opposed to only having lower income flats in SHPs. The lowest rental at AA House is R940 for a room with the highest being R5 600 for a two-bedroom flat. This indicates that there is a certain degree of mixed-income tenants at the building. See Table 3 below.

**Table 3: Flats at AA House**

Typology	Flat Size	Monthly Rent
1 Rooms	12 to 23m <sup>2</sup>	R941 to R1 804
Bachelor flats	15 to 35m <sup>2</sup>	R1 804 to R3 293
1 Bedroom flats	18 to 38m <sup>2</sup>	R1 992 to R3 607
2 Bedroom flats	60m <sup>2</sup>	R5 646

**Source: Johannesburg Social Housing Company 2020**

### Mixed-use development at AA House

AA House has 11 shops on the ground floor which consist mostly of clothing outlets and a few hair salons. The balance in the use of space secures additional income and thus increases turnover. Although the shops are not high-end retail, JOSHCO charges and increases rent according to market related rates. Informant SI003 elaborated that *“There is a high demand for retail space the building is next to Park Station and the area is very busy so business is good.”*

**Table 4: Retail space - AA House**

<b>Shop No.</b>	<b>Shop Size</b>	<b>Rate per m<sup>2</sup></b>	<b>Monthly Rent</b>
Shop 1	221.65m <sup>2</sup>	R66.35	R14 707
Shop 2 to 11	211.80m <sup>2</sup>	R92.59 to R163.57	R19 610 to R34 645

**Source: Johannesburg Social Housing Company 2020**

The diversified property portfolio aids in raising operational costs in cases where one aspect of the portfolio is not financially viable.

### **Diversifying revenue streams**

AA House has been earmarked for outdoor advertising. According to Informant SI005, this strategy is one of several to increase revenue. Other buildings shall also be utilised for outdoor advertising. Another strategy was to tap into the housing traditional market. Informant SI004 elaborated that one such project under JOSHCO is Bella Vista wherein tenants earn up to R30 0000, which is outside the target market as defined by SHRA. Additional revenue is also received from parking rental as tenants who require parking are charged about R240 per month for each parking bay.

### **4.7 Conclusion**

Social housing has managed to reduce housing poverty faced by the urban poor. There is much work still to be done in terms of improving the processes in evicting bad building occupants, but overall JOSHCO is proactively engaging their stakeholders in programmes that aid in reaching its spatial, economic, and social integration objectives. Its objectives to provide affordable rental housing and remain financially sustainable has been a mammoth of a task especially with the recent Covid-19 pandemic, its effects on employment and the ability of tenants to pay rent.

## **CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Introduction**

This chapter summarises the main findings of this study and makes recommendations based on the findings. In closing, it provides building blocks further research.

### **5.2 Summary**

#### **Stakeholder relations in social housing**

The research findings indicate that stakeholders at CoJ have collectively engaged in reaching the objectives of urban regeneration and social housing. The Department of Economic Development at CoJ has worked with JOSHCO to ensure that social housing tenants are aware of its programmes and can benefit from same. SHIs have promoted these programmes to their tenants through social and traditional media. CoJ has mobilised its stakeholders in their housing department to work with JOSHCO to promote information on other housing options that are available to its community. At this level, stakeholder relation is well coordinated and effective as the coordination is from different CoJ entities and departments. The municipality also ensures that it is involved in stakeholder relations with its subsidiaries.

However, the research findings indicate that there is poor attendance of meetings. The monthly meetings between Gauteng municipalities with regards to provision of housing has had poor results because poor attendance has affected feedback on housing projects and policy implementation. There are poor stakeholder relations between JOSHCO and other SHIs.

At national and provincial levels, SHIs have managed to effectively represent their requirements to reach their objectives and the need for policy changes as seen in the recent policy amendment by SHRA. The success of EPWP is accredited to the level of stakeholder coordination between JOSHCO and DPWI, therefore JOSHCO has effectively engaged with government departments that contribute to the success for its SHPs.

At community level JOSHCO is aware that poor engagement with its tenants leads to rent boycotts which has dire effects on the level of rent collection and its financial sustainability. Although JOSHCO strives to keep its tenants informed, there have been instances where wrong information was communicated by third parties and led to rent boycotts and strikes. JOSHCO has also recently updated their training manuals and brochures. They have incorpo-

rated webinars into their training into their training methods. Although they have implemented a Whatsapp number where application queries can be forwarded to, the application process can benefit from some improvements.

### **The impact of social housing on social and spatial integration**

Most tenants are happy with the size and quality of their flats. Most of them would rather own property but cannot afford to. Whilst others already have houses in the rural areas and are content with renting. Most tenants are happy with building maintenance and JOSHCO reported that over 80 percent of the maintenance issues reported at AA House were fixed within the stipulated turnaround time. Overall, the flats at AA House can be classified as adequate housing and the different typologies offer tenants with choice in terms of the size of flats they can occupy should their accommodation needs change.

During fieldwork, the researcher observed that most tenants were black Africans and out of the 20 research participants all of them were black. Therefore, there is lack of racial diversity at AA House. The research composed of 11 women and 9 men and thus reflect that JOSHCO is compliant with the requirement to prioritise marginalised groups in allocation of housing. The allocation of housing to people living with disabilities could not be established as there were no participants with disabilities. It should further be noted that Johannesburg has fewer elderly people hence the study did not have any elderly participants.

SHPs are in urban areas or on the periphery. They are aimed at urban low-income earners who would otherwise be suffering from housing poverty without this option. Social integration has been promoted by widening the gap in the salary bands of people eligible for social housing. Although social integration can be facilitated between different income groups, socialisation cannot be forced as people have the freedom of association. At the least social housing brings low-income earners close to economic opportunities and minimises social exclusion.

AA House does not have tenure neutrality as JOSHCO only provides flats for rental. Tenure neutrality is mobilised to increase social integration and reduce income segregation. However, the building has different housing topologies and thus has promoted integration in that tenants who afford two-bedroom flats are mixed with those who occupy one rooms. AA

House consist of one rooms, bachelors, one and two bedroom flats. The rooms share communal bathrooms whilst the other topologies have bathrooms inside the flats.

AA House is in a central location in the city and thus is close to different modes of public transport and other amenities. One of the advantages of refurbishing bad buildings in the city is that they are close to amenities. There is a day care centre and play area at AA House, of which parents are happy with. JOSHCO in partnership with No Child is Left Behind issued educational packs to foundation phase children at the building. The Social Development Manager responsible for liaising with tenants with regards to social infrastructure has been hands on and instrumental in turning the SHPs into homes.

### **The contribution of social housing to the local economy.**

SHIs and real estate developers should caution against CBDs turning into an area of concentrated poverty by ensuring that a mix of property developments are maintained. Although social interest takes presidents when it comes to social integration of low-income groups, commercial property brings investment and creates jobs.

JOSHCO has been visible in promoting economic development programmes from other government departments and CoJ entities. Through the EPWP it created 22 job opportunities in the 2021/2022 financial year. The programme is sufficiently promoted by both JOSHCO and DPWI. Two research participants from AA House previously benefited from the programme. JOSHCO also has intern graduate programmes and has mobilised SAYEC to empower the youth. Inclusion of SMMEs in property development facilitates skills transfer as small contractors can benefit from working alongside established ones with more experience. SMMEs can also be mobilised for building maintenance.

Office blocks in the city ensure that there is a presence of corporates with spending capital to support local business and SHPs ensure that businesses have sufficient work force in proximity. Although development of office blocks has slowed down in the last decade, the city remains in the lead compared to other South African cities in terms of the amount of office stock. Reducing the number of bad buildings reduces slum-like conditions and increases property value. CoJ also benefits from rates and taxes received from refurbished buildings.

Aligning informal trade and economic development policies could assist in empowering hawkers and self-employed people. Some of the participants participated in informal trading during their unemployment which assist in keeping rental payments up to date. Overall, JOSHCO has actively engaged in economic empowerment programmes and some of their tenants have benefited as a result thereof.

### **Challenges in acquisition of bad building earmarked for refurbishment**

The challenges in acquisition of bad buildings have not been adequately addressed as there are tenants who are evicted without proper consultation, and they continue to move to other bad buildings. Although occupation of bad buildings is illegal, due process should be followed in evicting the occupants. Firstly, following due process ensures that adequate alternative housing is provided to evictees. In serving the target market for social housing, another group of disadvantaged people should not be displaced. The aftermath of the evictions should be minimised, and human rights should be upheld in the process.

Secondly, consulting occupants prior to evictions would reduce litigation costs. Although there are instances wherein occupants were consulted and adequate housing was provided yet some still felt displaced and instituted legal action, the amount of litigation cases can be reduced as avoiding them altogether is a mammoth of a task. Therefore, the priority should be to reduce any negative impacts of evictions on evictees and SHIs. Participants stated that they had not previously occupied bad buildings and Informants clarified that AA House was not occupied when it was acquired by JOSHCO.

### **Financial sustainability of SHIs.**

Although the occupancy rate at AA House is 99.20 percent, rent collection has decreased across all buildings because of financial constraints arising from loss of income due to the Covid-19 pandemic. The strategy to offer discounts to tenants assists in encouraging rent payments. JOSHCO has mobilised discount specials from time to time to increase the rate of rent collection. RRRP was implemented to assist tenants with accounts in arrears because of Covid-19. Black Friday and Christmas specials have also been mobilised to encourage tenants to keep their accounts up to date.

JOSHCO has mobilised its Outreach Programme as a platform to effectively engage with tenants and resolve issues before rent boycotts can occur. Most rent boycotts occur because of wrong information communicated by third parties or the perception from tenants that their grievances are not taken in cognisance. Therefore, increasing interaction with tenants reduces these issues and rent boycotts. AA House has had biometric access system for several years which according to JOSHCO attributed to its high rent payment rate. They are in the process of implementing this strategy with their other SHPs and installation of the system has commenced.

Rent for flats at AA House ranges from around R900 to R5 600. The cross-subsidising of lower cost flats by the higher cost ones enables the building to meet its operational costs. Although JOSHCO has reported that rental collection has been low on all portfolios for the 2021/2022 financial year. Higher income tenants tend to have more stable jobs and keep to rental payments as opposed to lower income groups.

AA House shop rentals contribute almost R300 000 to revenue monthly. Mixed-use developments are mobilised to cross-subsidise in that when one sector of the property market is not economically viable then the other sector might be doing well. Shop rentals are escalated annually at market related rates thus it makes up for the low annual increase percent charged with the social housing flats. Another advantage with AA shops is that they are centrally located, thus the foot count boost sales.

JOSHCO has been aggressive in ensuring that all possible avenues to generate revenue are mobilised. AA House is amongst buildings that shall be utilised to increase revenue through outdoor advertising. Providing housing to the traditional market is another way of ensuring that such properties can cross subsidise SHPs. JOSHCO has employed this strategy as Bella Vista houses tenants who earn up to R30 000 which is R8 000 higher than the salary bands set by SHRA.

### **5.3 Conclusions**

JOSHCO and its stakeholders in the CoJ have remained committed to addressing spatial, economic, and social issues in the city. Concerns with regards to poor attendance of meetings by municipalities have been raised. At community level the institution has prioritized stake-

holder relations to effectively communicate its mandate and optimise rent collection. The institution has managed to effectively balance its business interests with social ones. Although several strategies have been implemented to maximise collection of rent, the 2021/2022 financial reports indicate that rent collection has remained low due to economic hardships. Programmes which support economic development have been effectively mobilised by all stakeholders in the value chain and thus have benefited the local community and JOSHCO tenants.

The income stigma associated with SHIs has been minimised by expanding the salary bands in SHPs to include upper middle class. SHRA recently increased the salary band for social housing eligibility to R22 000 as a measure to bridge income classes and increase financial sustainability of SHIs through cross-subsidising. The location of SHPs is in urban areas where most economic opportunities are located therefore, these flats have facilitated spatial and social integration for low-income earners.

The eviction of bad building occupants from bad buildings without prior proper consultation is one of the stabling blocks in urban regeneration. SHPs that refurbish bad buildings have failed to adequately consult with bad building occupants prior to evictions. Although AA house was one of the bad buildings acquired by JOSHCO it was not occupied therefore no one was left displaced. The financial sustainability of SHIs is highly dependent on rent collection as operational costs are raised from same therefore strategies to diversify the property portfolio and revenue streams are required for JOSHCO to remain operational. Overall, although there are areas of improvement, social housing has contributed immensely to the regeneration of Johannesburg CBD.

## **5.4 Recommendations**

### **5.4.1 Intersection between stakeholders in social housing**

#### **Stakeholder engagement with other SHIs**

Attending more stakeholder engagements with other SHIs can assist in the exchange of knowledge. The researcher noted the lack of more stakeholder engagement with other SHIs. There is a joint venture with Madulammoho Housing Association which is performing well.

The importance of stakeholder engagement between SHIs would facilitate the exchange of ideas in terms of internal processes and best business practice. Stakeholder relations with CoJ departments and entities are strengthened, streamlined and effective.

### **Increase meeting attendance by municipalities**

SHRA as the regulatory authority for social housing should implement strategies to improve meeting attendance by municipalities. From the perspective of the researcher, JOSHCO and CoJ have limited capacity to enforce attendance. However, SHRA can regulate this aspect as it falls within capacity building.

### **Engaging with prospective and existing tenants**

Community participation is effective when the issues that being addressed are relevant to the tenants. Stakeholder engagement at community level should go beyond relaying of information into collecting data and finding ways to solve grievances where possible and improve policy frameworks. Effective stakeholder engagement goes beyond the frequency at which meetings are held, therefore the content of discussion is important. JOSHCO has invested time and resources into updating training manuals that are utilised to train tenants. This indicates that they are aware that the contents of their engagements are crucial, but nonetheless emphases should be given to issues that occur frequently and cause disturbances to the running of the institution.

### **Late completion of social housing flats**

Improved communications in terms of social housing flats that are not delivered on time can reduce the number of telephone enquiries. Although delivery of the flats is an external threat that is dependent on the contractors, SHIs should take more responsibility in ensuring that such deviances are relayed to incoming tenants well in advance. It would require objectivity and onsite inspection of construction sites to determine if the set deadlines can be met. The reason this is important is that tenants pay deposit and a month's rent in advance and are sometimes left in destitute when they vacate their current premises without alternative accommodation. Sending bulk Short Message Services (SMSs) is good business practice and it would reduce the chaos as tenants can prepare for the discrepancy.

### **Online application system**

Applications for flats can be made in person or by sending a WhatsApp message to find out which flats are available. Although this is effective, online applications should be considered as most SHIs and public housings institutions who handle large volumes of applications implemented same. Tenants would apply and attach documents online. Only people with a clear credit record would be approved, then the Lease Administrators would conduct an affordability assessment. Once approval is made applicants would be requested to bring original documents to the office to verify the authenticity thereof. This strategy would reduce the number of walk-ins and the manpower required to handle same.

Another advantage of online applications is that it would reduce the need to capture applications and update the database manually. Walk-in applications can still be available as an option as not everyone is computer literate. Taking into consideration that people take time away from work to queue for social housing applications, this process would reduce their time away from work. Improved allocation of manpower leads to improved allocation of financial resources.

Feedback to applicants who do not qualify for social housing has thus far been poor. This would also reduce the number calls received with regards to status of applications. Public housing institutions who handle large number of applications have utilised self-service portals wherein applicants can also check the status of their applications. The world is moving towards printing of less paper in support of climate change and to save on printing costs. The less paper that is being printed the less physical storage required and the manpower to execute the task.

### **Identifying issues that require reiteration to tenants**

Although not directly related to AA House, the recent strike at Roodepoort indicates that there needs to be more reiteration on clarifying tenure. Nzimande (2022) elaborates that the strike was caused by JOSHCO threatening to evict tenants that were no longer paying rent due to unemployment and financial difficulties caused by Covid-19, but the tenants insisted that they had signed rent-to-buy agreements and that the flats were eventually supposed to belong to them. Although JOSHCO has endeavoured to include training on rent-to-buy and FLISP, there are scams that claims to sell their flats and thus creates confusion. Additional

measures to curb the spread of wrong information should be implemented to reduce strikes arising from confusion over tenure options.

### **Implementing income audits**

JOSHCO utilises their outreach programme to also renew leases and to fast-track the administration thereof. During the lease renewals the house rules and lease terms could be reiterated so that tenants are reminded that they do not own the flats regardless of their duration of stay. Some of the problems with public housing is entitlement and lack of initiative from recipients to be self-sufficient. JOSHCO has been proactive in conducting tenant audits to control overcrowding. Combining these with rigorous income audits should assist in freeing up housing stock in that those whose salaries no longer fall within the social housing salary band and have occupied social housing flats for a certain period can be referred to rent-to-buy or FLISP.

### **5.4.2 The extent to which social housing has addressed spatial and social integration**

Across spectrum it has been found that social integration is complex and multi-layered. The inclusion of low-income earners in cities and affording them the opportunity to be close to economic opportunities is a mandate that SHIs have carried out well, but it comes with its limitations as everyone has the right of association. Therefore, the objective should be to reduce social exclusion by facilitating access to social housing. Mixed-income developments have been effective in reducing income segregation, therefore increasing such developments would continue to enhance spatial and social integration.

### **Accelerate land and building release to private sector and NGOs**

Fast-tracking the release of land and buildings to private developers would assist in tackling social housing backlog. The incentives and subsidies have been approved from a policy perspective, but there have been hiccups on the administrative side in terms of prioritising private developers as equally as MOEs. The provision of social housing should be viewed as a joint effort from private and public sector instead of a competition on which institutions can take the lead. More joint ventures and prioritising objectives of social housing as a collective would be a milestone in reducing housing poverty.

### **Rent coupons to rent in private sector**

Some countries have implemented a subsidised housing voucher system wherein instead of a project or an institution receiving a subsidy, the subsidy is paid to the landlord on behalf of a tenant who is the recipient of the voucher. The percentage of the subsidy differs from person to person and is dependent on individual socio-economic conditions. Tenants must choose locations where rentals are reasonable, and the landlord does not charge rental that is above the market rate in relation to the location. This strategy promotes social integration, reduces housing backlog and the pressure on SHIs to produce more housing stock.

### **5.4.3 Effective management of building acquisition processes**

It would be commendable to conduct an income audit during the consultation stage with bad building occupants to assess their income levels. Those who qualify for social housing should be given priority in allocation of flats after the building has been refurbished. Some of the evictees can be allocated in existing SHPs if they qualify to shorten the waiting list on upcoming projects. Perhaps litigation costs cannot be avoided altogether but nonetheless this can be minimised.

Consultation should occur in the initial stages when the landlord acquires a building instead of when the evictees institute legal action. Sufficient consultation would also reduce the number of displaced people. It would be beneficial for SHIs to invest in stakeholder relations with TEA organisations to identify areas of improvements in their own eviction processes. In finding a solution to this problem SHIs ought to devise mechanisms to reduce the rate at which bad buildings are occupied and assess extent to which current eviction processes are working for or against their objectives

### **5.4.4 The role of social housing in economic development**

Aligning economic and real estate plans increases sustainability of cities. Stakeholders should aim to create a balance of business and social interest by aligning policy frameworks to be conducive for commercial property investment in cities. Attracting big corporate headquarters into the city influences the need for middle class to require accommodation in the city and thus allowing for better integration between middle and lower class. Mixed-use and high-density developments are the future in accommodating rapid urbanisation and retaining investment. The inclusion of social housing flats in these developments should go beyond of-

fering social integration and rental housing but facilitate economic opportunities and incorporate other interventions which might improve the quality of life for social housing recipients.

Promoting private sector, civil organisation and public sector economic initiatives might aid in fast-tracking economic empowerment of social housing tenants. Stakeholders have performed well in this regard but SHIs should prioritise their tenants as beneficiaries of these opportunities. When intern and short-term fixed contract positions benefit social housing tenants it creates an environment wherein tenants can reach a point where they can move out of SHPs and make room for others. Social housing should be utilised as a tool not just for adequate housing but skills development in such a way that the recipients do not occupy a flat for generations until they assume that they own it.

#### **5.4.5 Financial sustainability of SHIs**

Incorporating social welfare policy into social housing might be able to assist tenants during economic hardships. According to Ben Haman et al. (2021: 2) in 1959 Australia implemented supplementary assistance which benefited single pensioners, later in the 1980s this was known as rent assistance and the selection criterion was dependent on socio-economic conditions and the number of eligible recipients. The RRRP by SHRA was a great initiative in implementing rent collection strategies that benefit both SHIs and tenants.

#### **Diversifying revenue streams**

The change in leadership has allowed for fresh ideas to be implemented. The outdoor advertising and biometric access system are good initiatives. Tapping into the traditional housing market, increasing mixed-income and retail developments have proved to be effective in diversifying the portfolio to increase revenue.

#### **Ensuring that contractors perform as per their Service Level Agreements**

Ensuring that construction contractors perform according to their Service Level Agreements (SLA) to reduce the resources spent on structural problems arising from poor workmanship. For the 2021/2022 financial year JOSHCO attended to two buildings with structural problems. Contractors employed for emergency and routine maintenance should also be held accountable for poor workmanship. Ensuring that contractors who do not remedy their poor workmanship are removed from the database should gradually produce a list of contractors

that are reliable. The costs incurred for maintenance work repeated because of poor workmanship would be reduced.

### **Improved allocation of funds**

The online application would reduce the manpower required to process applications. Prospective tenants would be able to also check their application status online, thus reducing the number of application status enquiries. The financial resources incurred in the process in printing and processing paperwork can be allocated to other expenses. The automated process would reduce administrative backlog and the need to hire additional administrative staff for it.

### **Managing existing housing stock**

JOSHCO conducts tenant audits to ensure that flats are not sublet and to control overcrowding. This is important as overcrowding overburden infrastructure and increases utility bills. Adding an income audit to the process would ensure that tenants are still within the target market for social housing and thus free up some existing housing stock. As much as construction of new housing stock is important, it should be integrated with freeing up existing stock. In principle social housing flats cannot be inherited, but in practice they are being inherited. An income audit of the person “inheriting” the flat is usually to establish if they can afford to pay rent but not to quantify if they should be in social housing. A strategy to create space within existing stock would assist to alleviate some of the pressure on SHIs to keep producing new housing stock.

### **Sustainable design**

The researcher noted that there is lack of green building design in SA within social housing. Sustainable design reduces operating costs and thus improves resource allocation. The incorporation of rainwater harvesting infrastructure and solar panels have been proven to reduce operating costs and thus can be considered in social housing. Green building designs also increase the life cycle of building infrastructure and reduces maintenance costs. Although JOSHCO has echoed the realisation that such designs would be beneficial for social housing, it is not explicitly committed to the initiative.

## **Temporary post-Covid 19 support measures**

The RRRP indicates the endeavour by SHRA to increase rent collection and reduce rent in arrears. Furthermore, the inclusion of higher-income brackets for the purpose of cross subsidising has been implanted. It would be beneficial to look at rent reductions for tenants who experienced salary and income reductions due to Covid-19. Halting rent payments for tenants who experienced job loss could also aid in reducing rent in arrears and proposing smaller flats or relocation altogether would offer tenants with a variety of options. Halting evictions for a certain period is one the options that some international SHIs have implemented. The extent to which the current strategies have been effective in optimising rent collections can not be measured as there is no prior data wherein the strategies were not implemented. However, implementing various strategies might be more effective for both SHIs and tenants.

## **5.5 Scope for further research**

### **5.5.1 Stakeholder relations in social housing**

This study analysed stakeholder relations in provision of social housing however further in-depth analysis of stakeholder relations is required to establish the degree of participation on a national, provincial, and local government levels. The attendance and effective participation of stakeholders in meetings requires time and a large-scale study which this study did not have as it was a small-scale study.

### **5.5.2 Acquisition of bad buildings**

The extent to which SHIs engage with bad building occupants prior to evictions was not established with primary data collection as none of the participants were ever evicted from bad buildings. Therefore, the level of displacement that arise from evictions could not be evaluated in-depth. Informants were able to give some insights on the matter, but it would be beneficial to also gather information from the bad building evictees.

### **5.5.3 Financial sustainability of SHIs**

The level of rent collection for the 2021/2022 financial year indicates that there is a need to research strategies to maximise rent collection. The variance of 40 percent from target rent collection indicates that there is a need to research further methods to aid in the financial sustainability of SHIs.

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**APPENDIX A**  
**PARTICIPANT INFORMATION SHEET**

12 March 2022

The role of social housing in urban regeneration: the case of Johannesburg.

**Dear Prospective Participant**

My name is \_\_\_\_\_ and I am doing research with \_\_\_\_\_, a lecturer in the Department of \_\_\_\_\_ towards an \_\_\_\_\_ at the \_\_\_\_\_. We are inviting you to participate in a study entitled “The role of social housing in urban regeneration: the case of Johannesburg”.

**WHAT IS THE PURPOSE OF THE STUDY?**

I am conducting this research to find out the role of social housing in providing adequate housing and urban regeneration in Johannesburg.

**WHY AM I BEING INVITED TO PARTICIPATE?**

You are invited to participate in this research because you are a tenant at AA House which is the case study identified to source data on social housing. You have been contacted as you indicated your interest to participate in this research after the researcher posted a pamphlet at AA House. Your name and contact details shall be kept confidential in accordance with the Protection of Personal Information Act, nr 4 of 2013.

**WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?**

Your role in this research is to provide data with regards to social housing, your experiences and expectations as tenant. The study involves audio taping, semi-structured questionnaires and semi-structured interviews. Data such as rental payment patterns, if you have benefited from economic empowerment projects initiated by social housing institutions and your experience as a tenant at AA shall be collected.

Answering the questionnaire should take approximately 15 to 20 minutes. Should there be a need for the researcher to ask or clarification then the discussion shall not be for more than 10 minutes. Therefore, participation shall be less than 30 minutes.

### **CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?**

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason. However, it is ideal that you withdraw before submitting a completed questionnaire that does not contain your name or any information that might link you to the research. This is because the questionnaire shall not ask participants for their names. Demography information such as gender, age group, etc. shall be asked but these do not reveal identity of participants.

### **WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?**

The final report shall identify challenges and/or opportunities in social housing projects to the benefit of both social housing institutions and their tenants.

### **ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?**

There are no foreseeable physical, emotional or any other kind of risks for participants. The inconvenience that participants shall experience is allocating the require time to completing the questionnaire. Should a participants feel that they are not comfortable with answering a question or that it is invasive then such a question can be skipped and not answered.

Data collected from a participant shall not be discussed with other participants quoting the source of the original data, therefore specific participants shall not know how other participants responded to the questions.

## **WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?**

You have the right to insist that your name will not be recorded anywhere and that no one, apart from the researcher and identified members of the research team, will know about your involvement in this research. Your name will not be recorded anywhere, and no one will be able to connect you to the answers you give. Your answers will be given a code number and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings.

Should your answers be reviewed by people responsible for making sure that research is done properly, including the transcriber, external coder, and members of the Research Ethics Review Committee then a confidentiality agreement shall be signed. Otherwise, records that identify you will be available only to people working on the study, unless you give permission for other people to see the records.

Should the final report be published or utilized for purposes such as journal articles and/or conference proceedings then your identity and any information that might reveal your identity shall be omitted. Although all steps shall be taken to ensure anonymity and confidentiality, please know that AA house being the case study shall be included in the final report.

## **HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?**

An audio recorder and diary shall be used to collect and store data. The data shall be captured electronically on a Microsoft Excel spreadsheet. Informed consent forms shall be scanned and stored electronically on the researcher's laptop which no one else has access to and is password protected. Additional soft copies shall be stored on google drive cloud storage as backup in case anything happens to the laptop. Thereafter the hard copies shall be shredded with a paper shredder machine. Once the dissertation has been submitted and the researcher receives confirmation that the final submission meets the required standards then soft data on the laptop and on cloud storage can be deleted.

## **WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?**

There is no financial or any reward of any kind for participating in this research. The material gain is the knowledge to be generated that might improve conditions in social housing. There are no costs to be incurred by participants. In cases where electronic meetings are held then the cost of data might apply if the participants do not have Wi-Fi.

### **HAS THE STUDY RECEIVED ETHICS APPROVAL**

This study has received written approval from the Unisa Research Ethics Review Committee. A copy of the approval letter can be obtained from the researcher if you so wish.

### **HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?**

If you would like to be informed of the final research findings, please contact Refilwe Mahlangu on \_\_\_\_\_ or \_\_\_\_\_.

Should you require any further information or want to contact the researcher about any aspect of this study, please contact Refilwe Mahlangu on \_\_\_\_\_ or \_\_\_\_\_.

Should you have concerns about the way in which the research has been conducted, you may contact \_\_\_\_\_.

Alternatively, contact the research Ethics Review Committee, \_\_\_\_\_.

Thank you for taking time to read this information sheet and for participating in this study.

Yours sincerely,  
Refilwe Mahlangu  
Research Student

**APPENDIX B**  
**CONSENT TO PARTICIPATE IN THE STUDY**

I, \_\_\_\_\_ (participant name), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

I have read (or had explained to me) and understood the study as explained in the information sheet.

I have had sufficient opportunity to ask questions and am prepared to participate in the study.

I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.

I am aware that the findings of this study will be processed into a research report, journal publications and/or conference proceedings, but that my participation will be kept confidential unless otherwise specified.

I have received a signed copy of the informed consent agreement.

Participant Name & Surname..... (please print)

Participant Signature.....Date.....

Researcher's Name: & Surname Refilwe Mahlangu

Researcher's signature: .

Date.....

**APPENDIX C**  
**DATA COLLECTION TOOLS**

**APPENDIX C1: SEMI-STRUCTURED QUESTIONNAIRE**  
**AA House Tenants**

**The role of social housing in urban regeneration: the case of Johannesburg**

Dear participant,

Thank you for agreeing to participate in the study conducted by Refilwe Mahlangu, an MA student from the Department of Development Studies at the University of South Africa (UNISA).

The main objective of this study is to examine social housing as a mechanism to provide adequate housing to poverty-stricken residents of inner-city Johannesburg and its role in urban regeneration.

Kindly note that the following ethical requirements shall be adhered to:

1. There is no remuneration for participation
2. Participation is voluntary therefore participants may decide to withdraw any time.
3. Identity of participants are kept confidential and not included in the questionnaire and final report
4. The information collected shall be used for academic purposes.
5. Please contact the researcher if you need further clarity. Contact Details \_\_\_\_\_ or \_\_\_\_\_.

**GUIDELINES TO PARTICIPANTS**

- Please complete the attached questionnaire. The estimated completion time is 15-20 minutes.
- Please **TICK** next to the appropriate answer **OR** mark with an **X**.
- There is no right and wrong answer so please give your honest opinion as anonymity and confidentiality shall be maintained by the researcher.
- If you do not feel comfortable to answer a question, then please skip it.

**SECTION A: DEMOGRAPHY INFORMATION**

A1. Gender

Female	<input type="checkbox"/>
--------	--------------------------

Male	<input type="checkbox"/>
------	--------------------------

A2. Age

18-25 years	<input type="checkbox"/>
46 - 55 years	<input type="checkbox"/>

26-35 years	<input type="checkbox"/>
56- 65 years	<input type="checkbox"/>

36 – 45 years	<input type="checkbox"/>
Above 65	<input type="checkbox"/>

A3. Employment status

Full-time	<input type="checkbox"/>
Part-time	<input type="checkbox"/>

Self-employed	<input type="checkbox"/>
Unemployed	<input type="checkbox"/>

Grant Recipient	<input type="checkbox"/>
Student	<input type="checkbox"/>

A4. Monthly income

Below R3500	
-------------	--

R3500-R7500	
-------------	--

Above R7500	
-------------	--

A5. Educational level

Grade 0 - 11	
Grade 12	

FET College	
Higher-Certificate	

Diploma/Degree	
Post-graduate	

**SECTION B: PARTICIPATION IN SOCIAL HOUSING PROJECTS**

B1. How did you find out about AA house?

Friend/Family	
---------------	--

JOSHCO	
--------	--

Social Media	
--------------	--

Other	
-------	--

If other, please specify .....

B2. Do you think that you are given enough information with regards news that affect you as a tenant?

Yes	
-----	--

No	
----	--

B4. Has a suggestion that you or other tenants made been implemented?

Yes	
-----	--

No	
----	--

If no, were you given a reason for the lack of consideration or implementation: .....

.....

.....

B5. What do you think can be done to improve tenant participation in social housing projects?

.....

.....

B6. Do you think the JOSHCO Outreach Programme is effective?

Excellent	Good	Satisfactory	Fair	Poor

Please give a reason for you answer .....

.....

.....

**SECTION C: EFFECTS OF SOCIAL HOUSING ON SPATIAL AND SOCIAL INTEGRATION**

C1. Are you closer to your workplace since moving to AA House?

Yes   No

C2. Do you feel that you are part of AA House and Johannesburg CBD community?

Yes   No

If no, please state why:.....  
 .....  
 .....

C3. Does AA House have different races?

Yes   No

C4. Which services or amenities do you think need to be added in your area to improve your quality of life?

.....  
 .....

C5. What is your opinion on the state of AA House Flats?

	Excellent	Good	Satisfactory	Fair	Poor
Flats Quality					
Size of flat					
Tenure					
Building Maintenance					

C6. What is your understanding of social housing? .....  
 .....  
 .....

**SECTION D: SOCIAL HOUSING AND THE LOCAL ECONOMY**

D1. Are you aware of any economic development opportunities offered by JOSHCO?

Yes   No   Sometimes

D2. Have you benefited from any economic development projects ran by JOSHCO and its associates?

Yes   No   Sometimes

D3. Is there anyone in your circle who has benefited from these initiatives?

Yes   No   Sometimes

**SECTION E: ACQUISITION OF DILAPIDATED BUILDINGS.**

E1. Have you ever lived in a hijacked or bad building?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

E2. If, yes, where you offered alternative accommodation when you vacated the building?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

E3. What kind of accommodation where you offered?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

E4. Have you ever been homeless?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

E5 If yes, please explain: .....

.....

.....

**SECTION F: SOCIAL HOUSING AND FINANCIAL SUSTAINABILITY**

F1: Please select the type of flat you stay in?

Room	Bachelor	1 Bedroom	2 Bedrooms
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F2: What percentage of your income goes towards rent, electricity, and water?

More than 40%	<input type="checkbox"/>	Less than 40%	<input type="checkbox"/>
---------------	--------------------------	---------------	--------------------------

F3. Can you afford water and electricity?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

F4. Can you afford the increase in electricity?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

F5. Have you made use of the rent specials offered by JOSHCO

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

F6. Is your account rent account in arrears?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	Sometimes	<input type="checkbox"/>
-----	--------------------------	----	--------------------------	-----------	--------------------------

F7. Was your income affected by Covid-19?

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
-----	--------------------------	----	--------------------------

If yes, please state details.....

.....

.....

F8. Please state any additional information that you think would be useful in this study:

.....  
.....  
.....  
.....  
.....

---

**Thank you for your time and contribution.**

**APPENDIX C2: SEMI-STRUCTURED INTERVIEW**

**JOSHCO**

**The role of social housing in urban regeneration: the case of Johannesburg**

Dear Informant,

Thank you for agreeing to participate in the study conducted by Refilwe Mahlangu, an MA student from the Department of Development Studies at the University of South Africa (UNISA).

The main objective of this study is to examine social housing as a mechanism to provide adequate housing to poverty-stricken residents of inner-city Johannesburg and its role in urban regeneration.

Kindly note that the following ethical requirements shall be adhered to:

- 6. There is no remuneration for participation.
- 7. Participation is voluntary therefore participants may decide to withdraw any time.
- 8. Identity of participants are kept confidential and not included in the questionnaire and final report.
- 9. The information collected shall be used for academic purposes.
- 10. Please contact the researcher if you need further clarity. Contact Details \_\_\_\_\_ or \_\_\_\_\_.

**GUIDELINES TO INFORMANTS,**

- Please complete the attached questionnaire. The estimated completion time is approximately minutes.
- Please **TICK** next to the appropriate answer **OR** mark with an **X**.
- There is no right and wrong answer so please give your honest opinion as anonymity and confidentiality shall be maintained by the researcher.
- If you do not feel comfortable to answer a question, then please skip it.

1. What are the stumbling blocks in involving the public and/tenants in social housing projects?

.....  
.....  
.....

2. Does community participation have an impact on the success of social housing projects?

.....  
.....  
.....

3. What hiccups are experienced in social housing with regards to stakeholder relations?

.....  
.....

4. How often do you have to attend meeting, seminars with regards to social housing? .....

.....

.....

5. What do you think needs to be improved with regards to stakeholder relations in social housing?

.....

.....

.....

6. Do you acquire more hijacked buildings as opposed to vacant ones?

Yes	
-----	--

No	
----	--

Sometimes	
-----------	--

7. Where do you relocate tenants that have to be evicted from bad buildings?

.....

.....

.....

8. Do you think there is enough consultation with bad building occupants before evictions.?

.....

.....

.....

9. On average how long does a household occupy a unit before moving out to buy a house?

More than 5 years	
Less than 5 years	

More than 10 years	
Less than 10 years	

10. Are JOSHCO's economic development programmes aimed at JOSHCO tenants or the public?

.....

.....

11. Does JOSHCO support small business in construction/rejuvenation and maintenance of buildings?

If yes, how so? .....

.....

.....

12. How does JOSHCO handle non-payment of rent? .....

.....

.....

.....

13. What has been JOSHCO's profit margin for the past five years from AA House?

More than 10%	
Less than 10%	

Broke even	
Made a loss	

14. What is the percentage of rent payment defaulters at AA House?

More than 50%	
Less than 50%	

More than 25%	
Less than 25%	

15. What percentage of tenants move out within 5 years to buy houses?

More than 50%	
Less than 50%	

More than 25%	
Less than 25%	

16. What is the percentage of tenants that have been staying in AA for more than 5 years?

More than 50%	
Less than 50%	

More than 25%	
Less than 25%	

17. What strategies have been implemented to increase rent collection?

.....

.....

.....

18. How often does JOSHCO conduct tenant audits?

Quarterly	
Bi-annually	

Annually	
Other	

If other, please specify .....

.....

.....

19. Does JOSHCO conduct income audit?

Yes	
-----	--

No	
----	--

20. What is JOSHCO's funding model? .....

.....

.....

21. Is JOSHCO considering online applications?

Yes	
-----	--

No	
----	--

22. Do you think that biometric access system increases rent collection?

Yes	
-----	--

No	
----	--

23. How do you communicate late delivery of flats to tenants? .....

.....

.....

24 Please rate the maintenance at AA House?

	Excellent	Good	Satisfactory	Fair	Poor
Building Maintenance					

Elaborate on you response .....

.....

.....

25. On average would you say that JOSHCO is able to meet project delivery deadlines?

Yes	
-----	--

No	
----	--

26. On average, how many occupied bad buildings does JOSCHO acquire in a year?

More than 2	
Less than 2	

More than 5	
Less than 5	

27. How many new projects were rolled-out in the financial year 2020/2021?

More than 2	
Less than 2	

More than 5	
Less than 5	

28. Please state any additional information that you think would be useful in this study:

.....

.....

.....

---

**Thank you for your time and contribution.**

**APPENDIX C3: SEMI-STRUCTURED INTERVIEW**

**SOCIAL HOUSING INFORMANTS**

**The role of social housing in urban regeneration: the case of Johannesburg**

Dear Informant,

Thank you for agreeing to participate in the study conducted by Refilwe Mahlangu, an MA student from the Department of Development Studies at the University of South Africa (UNISA).

The main objective of this study is to examine social housing as a mechanism to provide adequate housing to poverty-stricken residents of inner-city Johannesburg and its role in urban regeneration.

Kindly note that the following ethical requirements shall be adhered to:

- 11. There is no remuneration for participation.
- 12. Participation is voluntary therefore participants may decide to withdraw any time.
- 13. Identity of participants are kept confidential and not included in the questionnaire and final report.
- 14. The information collected shall be used for academic purposes.
- 15. Please contact the researcher if you need further clarity. Contact Details \_\_\_\_\_ or \_\_\_\_\_

**GUIDELINES TO INFORMANTS,**

- Please complete the attached questionnaire. The estimated completion time is approximately minutes.
- Please **TICK** next to the appropriate answer **OR** mark with an **X**.
- There is no right and wrong answer so please give your honest opinion as anonymity and confidentiality shall be maintained by the researcher.
- If you do not feel comfortable to answer a question, then please skip it.

1. What are the stumbling blocks in involving the public in social housing projects?

.....  
.....

2. Does citizen participation have an impact on the success of social housing projects?

.....  
.....  
.....

3. What hiccups are experienced in social housing with regards to stakeholder relations?

.....  
.....

4. What hiccups are experienced in social housing with regards to stakeholder relations?

.....  
.....  
.....

5. How often do you have to attend meeting, seminars with regards to social housing? .....

.....  
.....  
.....

6. What do you think needs to be improved with regards to stakeholder relations in social housing?

.....  
.....  
.....

7. What has been JOSHCO's profit margin for the past five years from AA House?

More than 10%	
Less than 10%	

Broke even	
Made a loss	

8. What percentage of tenants move out within 5 years to buy houses?

More than 50%	
Less than 50%	

More than 25%	
Less than 25%	

9. What strategies have been implemented to increase rent collection in social housing?

.....  
.....  
.....

26. How many new projects were rolled-out in the financial year 2020/2021?

More than 2	
Less than 2	

More than 5	
Less than 5	

7. Please state any additional information that you think would be useful in this study:

.....  
.....  
.....

---

**Thank you for your time and contribution.**