



# SOCIO-ECONOMIC AND SPATIAL RESTRUCTURING IMPACT OF SOCIAL HOUSING

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## List of Abbreviations

<b>BNG</b>	Breaking New Ground
<b>CID</b>	City Improvement District
<b>DPME</b>	Department of Planning, Monitoring and Evaluation
<b>EAP</b>	East Asia and the Pacific
<b>FGD</b>	Focus Group Discussions
<b>FLISP</b>	Finance Linked Individual Subsidy Programme
<b>IHS</b>	International Housing Solutions
<b>IRR</b>	Income-Related Rent
<b>IS</b>	Institutional Subsidy
<b>JDA</b>	Johannesburg Development Agency
<b>JOSHCO</b>	Johannesburg Social Housing Company
<b>KFC</b>	Kentucky Fried Chicken
<b>KII</b>	Key Informant Interviews

<b>LTR</b>	Long-Term Rules
<b>MES</b>	Metro Evangelical Services
<b>MPI</b>	Multidimensional Poverty Index
<b>NASHO</b>	National Association of Social Housing Organisations
<b>NPO</b>	Non-profit organisation
<b>PAR</b>	Participatory Action Research
<b>RCG</b>	Restructuring capital grant
<b>RDP</b>	Reconstruction and Development Programme
<b>SAMPI</b>	SA multi-dimensional poverty index
<b>SHI</b>	Social Housing Institution
<b>SHP</b>	Social Housing Programme
<b>SHRA</b>	Social Housing Regulatory Authority
<b>StatsSA</b>	Statistics South Africa
<b>ToC</b>	Theories of change
<b>TVET</b>	Technical vocational education and training
<b>UIF</b>	Unemployment Insurance Fund
<b>UNISA</b>	University of South Africa

## Policy Summary

The aim of the Social Housing Programme (SHP) is to redress spatial inequities entrenched by apartheid, by providing low- and middle- income households with good quality and affordable rental housing opportunities in well-located areas of cities. Secondly, the programme aims to improve the functioning of the housing sector by contributing to the range of housing options available to the poor. Genesis was appointed to undertake a study on the socio-economic and spatial restructuring impact of social housing using a case studies approach to establish how the SHP has delivered on its two primary objectives, as well as identify the impact it has on the household.

The study finds that the contribution of the SHP to the national priorities of restructuring was contextual and dependent on the specific location of the projects. While some projects have contributed to localised restructuring by providing previously disadvantaged individuals with access to a wide range of amenities and employment opportunities, social housing should not be seen as a panacea and should be considered as one component of coordinated public and private investment. In terms of social housing's contribution to neighbourhood development, the evidence shows that tenants are spending in the areas around the social housing projects, which will lead to improvements in the local economy; however, beyond these direct increases in local aggregate expenditure the impacts of social housing on the neighbourhoods of the case studies is limited. Social housing projects have encouraged some investment by public and private sector actors in transport infrastructure, housing and the development of amenities. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing. Additionally, the housing projects have, in some instances, contributed to an increase in social integration; however, in other instances the demographics, particularly racial makeup of the housing projects mirror that of the areas they are placed. Finally, the findings of this study find that the SHP has not yet reached a scale that can significantly contribute to the housing sector change.

- **Recommendation: the development of social housing should be closely linked to urban regeneration.** *Current policy only examines whether or not a site is in a restructuring zone. Going forward there should be a closer link to municipal development plans. Greater integration is needed between the municipalities and the SHRA to ensure that social housing compliments urban regeneration. To achieve this, a coordinated effort is needed between public and private investments.*

In terms of providing a viable housing option for low- to middle- income households, social housing institutions (SHIs) receiving a restructuring capital grant (RCG) subsidy have shown success in the short term; however, the high operating costs have made it increasingly difficult for SHIs to continue charging affordable rentals in the primary target market. As a result, low-income households may eventually be priced out of social housing as SHIs try reach commercial sustainability. The commercial sustainability of SHIs is also under threat due to marginal project viability and net operating deficits on subsidised units.

- **Recommendation: social housing institutions should be charged concessionary commercial rates and taxes.** *Some SHIs are charged commercial rates and taxes while others charged NPO rates and taxes. Going forward the SHRA should negotiate with municipalities to ensure that all SHIs are charged consistent concessionary rates.*
- **Recommendation: to ensure commercial sustainability of the SHIs, a mix of low-, middle- and high-income tenants should be considered.** *Diversity among the income groups will allow for cross-subsidisation to occur within social housing.*

Social housing can play a vital role in improving peoples' lives and uplift communities; however, the study finds that it is not the remedy to all issues facing the country and some of its impact may be intergenerational. Furthermore, without a scalable approach to delivering social housing, the impact it can have on national spatial, economic and social impact will be limited.

- **Recommendation: the impact of social housing should be studied longitudinally**



## Executive summary

### 1. Introduction

Genesis Analytics (“Genesis”) was appointed by the Social Housing Regulating Authority (“SHRA”) to undertake a study on the socio-economic and spatial restructuring impact of social housing using a case study approach. The aim of the South African social housing programme (SHP) is to redress spatial, economic and social inequities entrenched by apartheid, by providing low- and moderate-income households with good quality and affordable rental housing opportunities in well-located areas of South African cities. The primary purpose of this study is to establish how the SHP has led to social, economic and spatial restructuring. The study used ten case studies to assess whether the programme’s theory of change held and what contribution social housing was making to tenants’ lives, the neighbourhoods they live in and the housing sector.

### 2. Key findings from the literature/document review

The literature review finds that there is no agreed-upon meaning for the term social housing however, in examining multiple definitions common threads were found. Globally, social housing is noted to be a response to a reinforcing housing market failure where well-located housing becomes unattainable and the excluded become spatially marginalised. Thus, social housing is often targeted at low- to -middle income households and provides an affordable housing option.

Globally there is evidence that social housing has contributed positively to reduced absenteeism of tenants at both school and work, improved health and education outcomes, improved feelings of safety and provided opportunities to build strong networks. However, in some countries such as the US and Chile, it has had negative outcomes on reinforcing segregation along racial and income lines respectively. The literature review also highlights the importance of placing the results within a defined context, as not all outcomes are produced by a direct causal relationship, instead they are the results of a complex system where outcomes come about from being reinforced by one another.

### 3. The programme

The Social Housing Act 16 of 2008 defines social housing as follows: *‘A rental or cooperative housing option for low-income persons at a level of scale and built form which requires institutionalised management and which is provided by social housing institutions in accredited social housing projects in designated restructuring zones.* The aim of the South African SHP is to redress spatial inequities entrenched by apartheid, by providing low- and moderate-income households with good quality and affordable rental housing opportunities in well-located areas of South African cities. Secondly, the programme aims to improve the functioning of the housing sector by contributing to the range of housing options available to the poor.

To achieve these policy objectives social housing is largely dependent on its location, which has to be in a restructuring zone. Furthermore, the for social housing to be effective it has to reach its intended target audience which is made up of primary audience who earns between R1 500 and R7 500 and a secondary audience who earns between R5 500 and R15 000. Lastly, social housing is administered through an accredited social housing institution, who undertake the property and tenancing management.

Historically, the delivery of social housing was subsidised directly through two instruments, an institutional subsidy (IS) or a restructuring capital grant (RCG). The RCG is intended to fund a proportion of the capital costs of the social housing project, while the remaining portion be funded by debt or other sources of funding. To qualify for the RCG, a social housing project must have at least 30% of the units allocated to individuals in the

primary target market, who would pay subsidised rentals of between R500 and R1 166.<sup>1</sup> Additionally, the RCG increases proportionately to the number of tenants in the primary target market to a maximum of 70%. Overall, the RCG is intended to deliver a return that covers financing costs, operating costs, provision for long-term maintenance as well as additional margin for future reinvestment. Following the DPME evaluation of social housing, the Restructuring Capital Grant quantum and income bands were adjusted and a single social housing funding stream was introduced. As of October 2017, the SHP is largely funded through the consolidated capital grant (CCG), which is transferred to the SHRA.

## 4. Key findings

The following findings are based on a representative sample of 1636 households from ten housing projects in three different provinces, key informant interviews with relevant stakeholders in the social housing sector, and the literature review.

### 4.1. Policy and strategy:

The contribution of social housing to spatial restructuring depends on the locations of the social housing projects. Projects that are located in the inner city have contributed to spatial restructuring by providing previously disadvantaged individuals with access to a wide range of amenities and employment opportunities. The other projects have had made a minor contribution to spatial restructuring through the densification of urban areas and infill development. Additionally, the study finds that social housing is a contributor to social restructuring, particularly at a neighbourhood level by ensuring a racial tenant mix, with the exception of a few cases. The social housing projects have integrated individuals of different races, and in some cases, brought previously disadvantaged individuals into historically '*White neighbourhoods*'.

It is further concluded that social housing projects have had a varied impact on economic restructuring and urban regeneration. This study noted that there has been investment, such as transport hubs, schools or shopping centres, around the social housing projects, but we cannot attribute this to the social housing. There is also evidence of social housing catalysing small business development in the immediate surrounding areas. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing.

Lastly, in general, SHIs have been successful in targeting low- to middle- income households; however, the high operating costs have made it increasingly difficult for SHIs to charge affordable rentals to households in the primary target market. Additionally, it has become increasingly difficult for these households to afford the rent and the additional service charges that accompany it. As a result, low-income households are likely to eventually be priced out of social housing.

### 4.2. Delivery of social housing

SHIs have directly created a number of temporary, contract and permanent jobs. However, the job creation potential of the social housing programme is limited. The jobs created are related directly to social housing activities, primarily tenant management and maintenance activities.

The commercial sustainability of SHIs is under threat due to marginal project viability and net operating deficits on subsidised units. Additionally, SHIs are struggling to grow their portfolio to optimal numbers which further

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<sup>1</sup> Ibid



exposes them to the risk of becoming commercially unsustainable. A consequence of this is that projects are not well-maintained, which puts them at risk of degradation in the long-term.

### 4.3. Tenant Outcomes

The study examines a variety of outcomes that tenants *should* experience from after moving into social housing. The following presents the findings and commentary on these outcomes:

- **Security:** All social housing projects included in this study have some combination of security measures (such as security guards, controlled access, turnstiles or electric fencing). The social housing projects that have these measures have increased, on average, how safe tenants feel within the social housing project. However, it was noted that social housing has no control of security measures outside of the SHP, this study found that of those surveyed, 9% had been victims of violent crimes and 17% had been victims of property theft since moving into social housing. These numbers are not necessarily reflective of social housing, but of living in a country like South Africa. SAPS data on reported crimes in 2018 shows that 12% of people in South Africa were victims of violent crimes and 25% were victims of property crimes, which is greater than the reported levels in social housing.<sup>2</sup>
- **Transportation:** A consequence of the SHPs location was tenants' access to public transports routes. Lakehaven, Valley View, Scottsdene were all located in suburban areas and therefore had limited access to regular public transport. Areas such as Belhar or City deep were located in industrial areas where transport mainly brought people to the area to work as opposed to taking people outside of the area. Lastly projects such as BG Alexander, Roodepoort, Tau Village and Thembelihle were all situated within walking distance of a transport hub and therefore had easy access to public transport. Apart from access to public transport residents can walk to certain amenities if they are close enough, carpool with other residents or use their own private vehicles.
- **Economic opportunities:** Without access to regular transport tenants are limited in their employment opportunities to what is close to the social housing project. Social housing that is located in suburban areas limits employment opportunities. However, we find that social housing presents tenants with some opportunities for self-employment, apart from the opportunities (such as becoming a cleaner and or handyman) present in social housing.
- **Health:** On average social housing is located near various healthcare facilities, proximity to these healthcare facilities and the health focused community development programmes have provided tenants with better access to healthcare.
- **Education:** On average social housing is located near various educational facilities, proximity to these educational facilities has provided tenants with better access to education. However, despite this it is found the students were still travelling significant distances to educational facilities. On average, tenants claim that their children have experienced improved educational outcomes since moving to a new school after moving into social housing. This is noted to be a result of children attending schools with better facilities.

### 4.4. Neighbourhood outcomes

Tenants are spending, on average R2 407, in the areas around the social housing projects, which will lead to improvements in the local economy; however, beyond these direct increases in local aggregate expenditure, the evidence of impact on the neighbourhoods of the case studies is limited. Social housing projects have encouraged some investment by public and private sector actors in transport infrastructure, housing and the

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<sup>2</sup> Crime stats SA. Available : <http://www.crimestatssa.com/national.php>

development of amenities. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing.

## 4.5. Sector Outcomes

A well-functioning housing sector has a mixture of tenure options and provides subsidised sectional title or freehold accommodation to relieve pressure on subsidised rental accommodation, including social housing. Additionally, the subsidy support framework across different housing instruments is coherent but uncoordinated and greater linkages between programmes should be encouraged. Lastly, the involvement of the private sector is critical to a well-functioning housing sector. In recent years, it was noted that 50% of new projects came from the private sector. This indicates that the objective of the social housing policy which aims to facilitate private sector investment in social housing through the establishment of private public partnerships is being achieved

### Conclusions

While limited in scale, social housing is having positive effects on the tenants and communities that it is located in. The delivery of social housing has also led to improvements in tenants' feeling of safety, education outcomes and access to health care. However, these impacts are contextual and largely dependent on the specific social housing project's location relative to amenities and economic opportunities. Moreover, it must be noted that social housing cannot provide a panacea for all social and economic issues and in some instances the contribution of social housing to certain outcomes, such as health, employment and income may only be realised intergenerationally. While social housing is successfully targeting low-income households, the financial cost incurred by SHIs may result in these low-income households being priced out of social housing in the future.

In terms of social housing's contribution to neighbourhood development, the evidence shows that tenants are spending in the areas around the social housing projects, which leads to improvements in the local economy. However, beyond these direct increases in local aggregate expenditure the evidence of the impacts of social housing on the neighbourhoods around the case studies is limited. Social housing projects have encouraged some investment by public and private sector actors in transport infrastructure, housing and the development of amenities. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing.

Social housing projects have, in some instances, contributed to an increase in social integration; however, in other instances the demographics, particularly racial makeup of the housing projects mirror that of the areas they are placed. Finally, the findings of this study find that the SHP has not yet reached a scale that can significantly contribute to the housing sector change.

## 5. Recommendations

### Policy

- R1 The development of social housing should be closely linked to urban regeneration and there should be a coordinated effort between private and public investment.
- R2 Social housing organisations should be charged concessionary commercial rates and taxes by municipalities to ensure consistency.

### Delivery Model

- R3 Rental amounts should be indexed to tenants' income bands to account for fluctuations in tenants' income.

- R4 Greater links to other affordable housing options, such as BNG or FLISP should be generated to ensure that correct target market is being matched to the right housing option.
- R5 There should be a set of service provider guidelines that inform the security measures added to social housing projects.

### **Tenanting**

- R6 To ensure financial sustainability of the SHIs, there should be a mix of low-, middle- and high-income tenants.
- R7 Alternative tenure options should be available to tenants, to help them move out of social housing.

### **Community Development Programmes**

- R8 Community development programmes should partner with existing community organisations to ensure further integration with the community.

### **Longitudinal study**

- R9 The impact of social housing should be studied longitudinally.

## 6. Introduction

Genesis Analytics (“Genesis”) has been appointed by the Social Housing Regulating Authority (“SHRA”) to undertake a study on the socio-economic and spatial restructuring impact of social housing using a case study approach. This report contains the background section, a literature review on social housing, a description of methods used in this study, the findings of the study, conclusions based on the analysis and recommendations. An annex contains the individual case studies.

## 7. Intervention description

The objective of this section is to provide an overview of the social housing programme and describe the mechanism through which it is implemented. This section is structured as follows:

Definition of Social Housing  
Policy Objectives  
Target Market for Social Housing  
Restructuring Zones  
Social housing institutions (SHIs)

### 7.1. Defining Social Housing

The Social Housing Policy defines social housing as follows:

*‘A rental or co-operative housing option for low income persons at a level of scale and built form which requires institutionalised management and which is provided by accredited social housing institutions or in accredited social housing projects in designated restructuring zones.’<sup>3</sup>*

Related to this definition, additional key concepts are described in the box below:

#### Box 1: Key Social Housing Concepts

**Social Housing Institutions (SHI)** is defined as a legal entity established with the primary objective of developing and/or managing housing stock that has been funded through the grant programmes specified in this policy, which institution has been accredited by the designated regulatory body (defined in this policy). The housing stock can be owned by the housing institution, or it can be owned collectively by groups of residents. Housing institutions should not be seen as short-term vehicles for providing housing to a specified market segment, but are seen as robust, sustainable institutions, established to assist in providing the social housing option. Housing institutions will therefore have to demonstrate financial and operational sustainability over time while adhering to the guiding principles for social housing.

**Other Delivery Agent (ODA):** means any entity other than a SHI which may undertake an approved project, but excludes a provincial government or a municipality

**Approved Project:** A project in which government provides a subsidy, through the Social Housing Regulatory Authority (SHRA), in order to make rental units which are provided by a SHI or private sector actor affordable to those eligible for social housing.

**Restructuring Zones:** Geographic areas identified by local authorities (municipalities) and supported by provincial government for targeted, focused investment. Within these areas, SHIs can apply for the Restructuring Capital Grant (explained in the sections that follow). Social housing in restructuring zones must take the form of medium density,

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<sup>3</sup> The Government of the Republic of South Africa, 2009. *Social Housing Policy*. Available at [http://www.dhs.gov.za/sites/default/files/documents/national\\_housing\\_2009/6\\_Social\\_Rental\\_Interventions/3%20Vol%206%20Social%20Housing%20Policy.pdf](http://www.dhs.gov.za/sites/default/files/documents/national_housing_2009/6_Social_Rental_Interventions/3%20Vol%206%20Social%20Housing%20Policy.pdf)

multi-unit complexes requiring institutionalised management. This includes townhouses, row housing, multi-story units and walk-ups and excludes detached units.

Social housing can take the form of greenfield development, which involves development on unused land or brownfield development, which includes the refurbishment or remodelling of existing buildings. As such, greenfield developments often take the form of two-three storey walk ups whereas brownfield developments can take the form of high-rise, multi-storey units.

Social housing provides a rental tenure option and as such, excludes individual ownership by tenants. Therefore, delivery agents may not transfer to individual ownership any of the units developed with social housing grants or subsidies.<sup>4</sup> Transfer to individual ownership will only be possible with the permission from the regulator given that a portion of the subsidy will be repaid.<sup>5</sup> Social housing does, however, allow for collective forms of ownership through housing co-operatives who have to be accredited as SHIs.<sup>6</sup>

Lastly, in addition to residential accommodation, social housing projects should also provide a range of community development programmes and other facilities in services to promote social cohesion. This includes social services such as health, education and recreation programmes, economic services such as financial counselling, training and empowerment programmes.<sup>7</sup>

## 7.2. Policy Objectives

The aim of the South African SHP is to redress spatial inequities entrenched by apartheid, by providing low- and moderate-income households with good quality and affordable rental housing opportunities in well-located areas of South African cities.<sup>8</sup> Additionally, the programme aims to promote the integration of households across income and population divides and further provide poor households with convenient access to employment opportunities and the full range of urban amenities.<sup>9</sup>

The policy intention of the social housing programme is set out in the Social Housing Policy, the National Housing Code and the Social Housing Act. Based on these documents, the SHP has two primary objectives:

Firstly, the programme aims to deliver affordable rental housing to low-medium income households.<sup>10</sup> Secondly, the programme aims to contribute to the national priority of restructuring South African society to redress structural economic, social and spatial dysfunctionalities thereby contributing to Government's vision of an economically empowered, non-racial and integrated society living in sustainable human settlements.<sup>11</sup> The restructuring contribution of social housing relates to three components:

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<sup>4</sup> The Government of the Republic of South Africa, 2008. *Social Housing Act 16 of 2008*. Available at [https://www.gov.za/sites/default/files/gcis\\_document/201409/315771199.pdf](https://www.gov.za/sites/default/files/gcis_document/201409/315771199.pdf)

<sup>5</sup> Ibid

<sup>6</sup> Ibid

<sup>7</sup> Department of Planning, Monitoring and Evaluation (DPME), 2016. *Impact and Implementation Evaluation of the Social Housing Programme*

<sup>8</sup> National Association of Social Housing Organisations (NASHO), 2013. *Reviving our inner cities: Social Housing and Urban Regeneration in South Africa. Research Report*

<sup>9</sup> National Department of Human Settlements (NDHS), 2009. *The National Housing Code: Part 3: Social Housing Policy*,

<sup>10</sup> Social Housing Regulatory Authority (SHRA), 2018. Annual Report 2017/2018. Available at [http://www.shra.org.za/images/2018/reports/SHRA%20IAR%202017\\_18.pdf](http://www.shra.org.za/images/2018/reports/SHRA%20IAR%202017_18.pdf)

<sup>11</sup> Ibid

**Spatial:** Social housing will be located in specific, defined localities called restructuring zones. Restructuring zones have been identified as areas of economic opportunity where the poor have limited access to accommodation and where the provision of social housing can contribute to redressing the situation.<sup>12</sup>

**Economic:** Social housing will contribute to job creation through construction activities as well as management and maintenance of rental stock. The programme will further contribute to economic revitalisation and urban regeneration in important areas that are lagging or underperforming and this too will contribute to job creation.<sup>13</sup>

**Social:** Social housing will aim for a mix of race and income levels in the tenant profile, as well as promote diversity at the neighbourhood level.<sup>14</sup> The programme further aims to provide a safe environment for tenants and contribute to stabilising crime-ridden environments.

Secondly, the programme aims to improve the functioning of the housing sector by contributing to the range of housing options available to the poor.<sup>15</sup> This policy objective recognises that the formal rental sector in South Africa is underdeveloped and that well-functioning housing sectors have a good balance between ownership and rental housing models.

### 7.3. Stakeholders in the Social Housing Sector

The key stakeholders in the social housing sector include policy makers, sector regulators, delivery agents, financiers and support organisations. The table below lists the stakeholders in the social housing sector as well as their roles and responsibilities.

**Table 1: Summary of roles and responsibilities of sector stakeholders<sup>16</sup>**

Stakeholder	Roles and Responsibilities
National Government	<p>Create and uphold an enabling environment for social housing by providing the legislative, regulatory, financial and policy framework for the delivery of social housing.</p> <p>Address issues that affect the growth, development or sustainability of the sector.</p> <p>Institute and fund the social housing programme.</p> <p>Allocate funds from the Department's budget for the operational costs and commitments of the Social Housing Regulatory Authority (SHRA).</p> <p>Determine norms and standards to be adhered to by provinces and municipalities.</p> <p>Monitor the SHRA.</p>
Provincial Government	<p>Ensure fairness, equity and compliance with national and provincial social housing norms and standards.</p> <p>Ensure protection of consumers by creating awareness of consumers' rights and obligations.</p> <p>Facilitate sustainability and growth of the social housing sector</p> <p>Identify and submit restructuring zones to the Minister.</p> <p>Mediate in cases of conflict between and SHI and municipality, if required.</p> <p>Monitor social housing projects to ascertain compliance with prescribed norms and standards.</p> <p>Endorse social housing projects</p>

<sup>12</sup>Social Housing Regulatory Authority (SHRA), 2018. Annual Report 2017/2018. Available at [http://www.shra.org.za/images/2018/reports/SHRA%20IAR%202017\\_18.pdf](http://www.shra.org.za/images/2018/reports/SHRA%20IAR%202017_18.pdf)

<sup>13</sup> Ibid

<sup>14</sup> Ibid

<sup>15</sup> National Department of Human Settlements (NDHS), 2009. *The National Housing Code: Part 3: Social Housing Policy*

<sup>16</sup> Ibid



Stakeholder	Roles and Responsibilities
Provincial Steering Committees (PSC's) <sup>17</sup>	<p>Develop a strategy and implementation plan for enhancing the delivery of the social housing sector.</p> <p>Align the efforts within the province by ensuring co-operative planning and budgeting, prioritisation and monitoring of initiatives.</p> <p>Facilitate the sourcing and acquisition of funding to support delivery within the sector.</p> <p>Identify and support capacity building programmes and efforts within the sector.</p> <p>Facilitate the removal of blockages to social housing implementation.</p>
Municipalities	<p>Encourage the development of new social housing stock and the upgrading of existing stock or the conversion of existing non-residential stock.</p> <p>Provide access to municipal rental stock, land and buildings for social housing development in designated restructuring zones and to municipal infrastructure and services for approved projects.</p> <p>Initiate and motivate the identification of restructuring zones.</p> <p>For municipalities with assigned powers, approve, allocate and administer capital grants to approved projects.</p>
Social Housing Regulatory Authority (SHRA)	<p>Register and accredit SHIs.</p> <p>Recommends restricting zones.</p> <p>Set rules and regulation for, compliance and accreditation and to act on non-compliance.</p> <p>Regulate the investment of public funds in social housing projects.</p> <p>Report on compliance, both in respect of delivery agents and the sector.</p>
National Association of Social Housing Organisations (NASHO)	<p>Representation and coordination on behalf of its' members (SHIs &amp; ODAs).</p> <p>Campaign and lobby on behalf of its members.</p> <p>Promote the social housing sector.</p> <p>Support individual SHIs &amp; ODAs</p> <p>Promote capacity-building within the sector from the demand side partnership with other sector players.</p> <p>Promote joint procurement by SHIs where this is efficient.</p> <p>Promote exchange of good practice among its members.</p>
National Rental Housing Task Team (NRHTT)	<p>Facilitate, co-ordinate, guide and manage the interface amongst all rental housing programmes to achieve greater alignment and coherency in policy, programmes, projects and research with the wider human settlement policies, development and performance objectives of government.</p>
Financiers (Gauteng Partnership Fund, NHFC, Development Bank of South Africa, Commercial lenders)	<p>Finance the development of social housing projects.</p>

## 7.4. Restructuring Zones

Restructuring zones are defined geographic zones that are identified by local authorities and supported for provincial government for targeted, focused investment. They are intended to fulfil the restructuring objectives of the social housing policy by providing opportunities for low to middle income people to access amenities and income-generating opportunities.

<sup>17</sup> Social Housing Regulatory Authority (SHRA), 2018. State of the sector report. Available at [http://www.shra.org.za/images/2018/reports/SHRA\\_State%20Sector%20Report\\_Final\\_OL.pdf](http://www.shra.org.za/images/2018/reports/SHRA_State%20Sector%20Report_Final_OL.pdf)

The identification of restructuring zones was a phased process that was preceded by the identification of Provincial Restructuring Zone Municipalities. At present, this includes 149 municipalities (see list below) that are located in all the metros, major cities and secondary cities in provinces that do not have big cities.

**Table 2: Restructuring Zones**

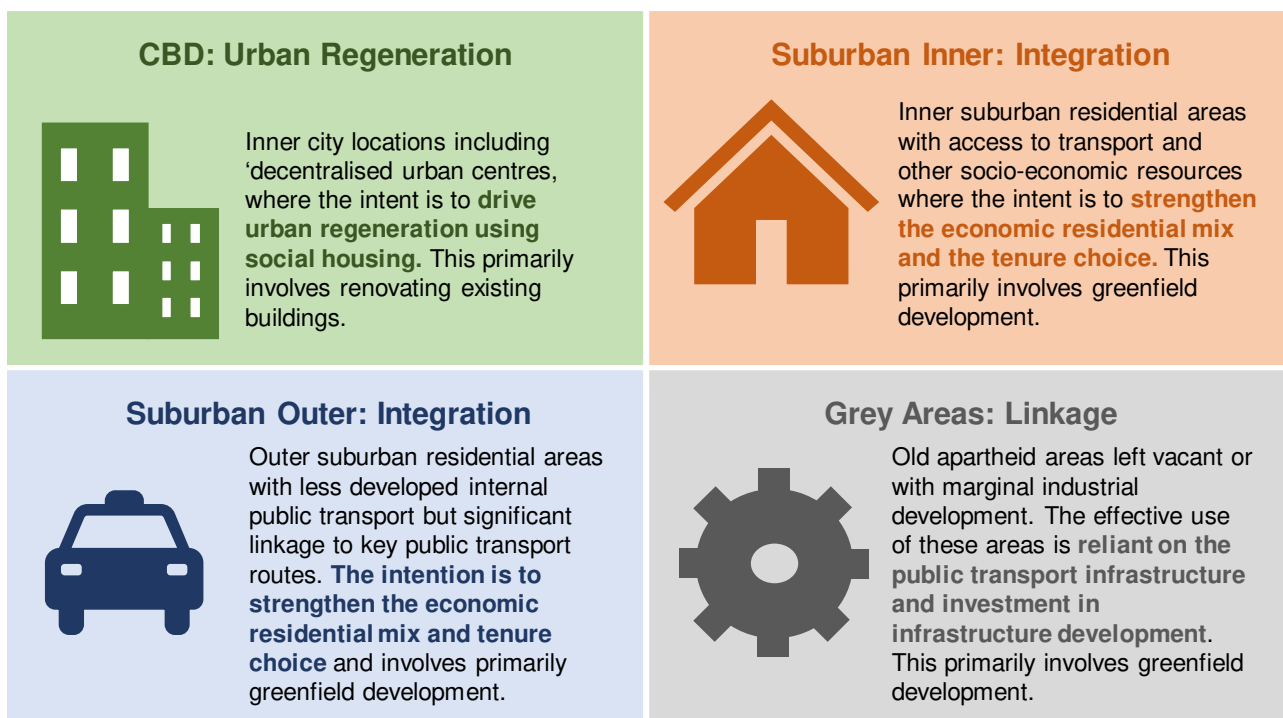
Province	Municipality	Number of restructuring zones
Gauteng	City of Tshwane	35
	City of Johannesburg	16
	Ekurhuleni Metropolitan Municipality	18
	Randfontein Local Municipality	7
	Mogale City Municipality	7
	Merafong Local Municipality	4
	Westonaria Local Municipality	5
KwaZulu-Natal	eThekweni Metropolitan Municipality	12
	Msunduzi Local Municipality	10
	Emnambithi Local Municipality	3
	Newcastle Local Municipality	3
	Kwa-Dukuza Local Municipality	3
	Mhlathuze Local Municipality	2
	Hibiscus Coast Local Municipality	3
Eastern Cape	Nelson Mandela Bay Metropolitan Municipality	19
	Buffalo City Metropolitan Municipality	5
	Camdeboo Local Municipality	1
	King Sabata Dalindyebo Local Municipality	1
	Kouga Local Municipality	1
Western Cape	City of Cape Town	10
	Oudtshoorn Local Municipality	2
	Mossel Bay Local Municipality	2
	George Municipality	1
	Knysna Local Municipality	3
	Bitou Local Municipality	4
	Drakenstein Local Municipality	3
	Overstrand Local Municipality	3
	Stellenbosch Local Municipality	2
	Saldanha Bay Local Municipality	3
	Breede Valley Local Municipality	2
	Swartland Local Municipality	4
Free State	Mangaung Metropolitan Municipality	2
North West	Rustenburg Local Municipality	3
	Tlokwe Local Municipality	2
	Matlosana Local Municipality	1
Limpopo	Polokwane Local Municipality	4
Mpumalanga	Govan Mbeki Local Municipality	4

	eMalahleni Local Municipality	7
	Steve Tshwete Local Municipality	3
	Mbombela Local Municipality	6
	Umgindi Local Municipality	1
	Nkomazi Local Municipality	1
	Thaba Chweu Local Municipality	2
	Msukaligwa Local Municipality	1
	Lekwa Local Municipality	2
	Victor Khanye Local Municipality	1
Northern Cape	Sol Plaatje Municipality	3

Source: NASHO, 2016; SHRA, 2017

According to restructuring zone guidelines, “nodes and corridors are likely to be suitable as restructuring zones because of proximity to both job opportunities and consumption opportunities.”<sup>18</sup> Given that the criteria for identifying restructuring zones is very broad, restructuring zones are often large and dispersed, comprising of a number of significantly different types of areas. The figure that follows is a typology that provides a description of the four areas that are included in restructuring zones.

Figure 1: Typology of restructuring zones



Source: NASHO, 2016

In addition, restructuring zones include townships, which are defined as former black areas located on the outskirts of the former white cities.<sup>19</sup> Whilst the majority of townships are poorly located and under-resourced, there are a few townships that have gradually become similar to urban areas. Soweto is such an example.

<sup>18</sup> Godehart, S, 2007. Scan of Restructuring Zones, *Draft Report*

<sup>19</sup> Godehart, S, 2007. Scan of Restructuring Zones, *Draft Report*

However, the social housing policy framework would exclude these areas as the provision of social housing would not change the racial or economic mix of these areas.<sup>20</sup>

## 7.5. Social Housing Target Market

The primary target market for social housing is “*persons across the range of income bands that can be construed as low income*”.<sup>21</sup> Low-income persons are broadly defined as those whose household income is between R1 500 and R7 500 per month. Within this income band, there is a primary target market of households earning between R1 500 and R3 500 a month, and a secondary target market of households earning between R3 501 and R7 500. Accredited social housing projects should not allocate more than 70% to either market. Additionally, within this broad affordability band, SHIs can target a diverse tenant population including households from different income categories, racial groups and family structures.

In 2017, the Department of Human Settlements revised the income bands for social housing. This constitutes an increase in the upper limit of the primary market from R3 500 to R5 500 and upper end of the secondary target market from R7 500 to R15 000. Accordingly, the Social Housing Programme caters for households earning between R1 500 – R15 000 per month. However, these income bands are often misunderstood by the market.

In addition to low- to medium- income households, the National Housing Code states that the target market for social housing includes the following groups:

People opting for flexibility and mobility that rental housing allows, such as people investing in housing in rural areas and contract workers;

Single individuals who have been excluded from housing subsidy assistance to date;

People using social housing as a first phase in a process towards individual ownership or better rental accommodation;

People who require short-term accommodation such as vendors who work in urban areas and cannot afford to return nightly to their permanent residence in townships on the outskirts of the city;

Single individuals with dependents;

Individuals with special needs who are able to live independently; and,

Individuals currently living in informal settlements because it is the only affordable rental option available to them.

This target market, whilst not completely exhaustive, indicates that social housing requires a wide range of unit types.

## 7.6. Social Housing Institutions

The Social Housing Act requires approved social housing projects to be delivered through accredited SHIs that are regulated by the SHRA. There are seven types of SHIs<sup>22</sup>:

A company financed by share capital (including state-owned companies);

A company limited by guarantee or a not for profit company;

A housing cooperative;

A share block company;

A communal property association;

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<sup>20</sup> Ibid

<sup>21</sup> Ibid

<sup>22</sup> Ibid

A voluntary association which in terms of its constitution is a juristic person distinct from its members; and,  
A trust.

The most common form of legal entities that have applied for accreditation are companies, state-owned companies and cooperatives.

SHIs undertake property management (maintenance, rent management and vacancy management) and tenant management (tenanting, tenant liaison and tenant empowerment) duties, which is intended to result in well-managed social housing. The long-term sustainability and functioning of the social housing sector rests on the financial sustainability of SHIs and the ability of SHIs to grow their portfolio.

*The SHIs of relevance to this study are: SOHCO Property Investments, Johannesburg Social Housing Company (JOSHCO), Yeast City Housing, First Metro Housing and Madulammoho Housing Association*

## 7.7. Financing for Social Housing Institutions

Historically, the delivery of social housing was subsidised directly through two instruments:

The institutional subsidy (IS) is a conditional grant, financed by the National Department of Human Settlements that is allocated on a project-by-project basis by provincial governments for approved social housing projects. The institutional subsidy caters for the development of affordable rental projects that do not fall within the identified restructuring zones.

The restructuring capital grant (RCG) flows from the National Department of Human Settlements to the SHRA to allow for social housing to be developed in restructuring zones and promote mixed-income rental housing developments. Additionally, the RCG aims to ensure the delivery of viable projects and subsequently promote the development of viable SHIs.

*Given that the ten case studies selected for this study are located in restructuring zones, the discussion that follows is based primarily on the RCG.*

The RCG is intended to fund a proportion of the capital costs of the social housing project, while the remaining portion be funded by debt or other sources of funding. The amount of the grant is intended to equal the amount required to allow rental income to cover the ongoing operating costs of the project, pay for debt service and build some reserves in the SHI.<sup>23</sup> The minimum RCG was R 125 615 per unit and contributed to approximately 40% of the financing of the project.<sup>24</sup>

To qualify for the RCG, a social housing project must have at least 30% of the units allocated to individuals in the primary target market, who would pay subsidised rentals of between R500 and R1 166.<sup>25</sup> Additionally, the RCG increases proportionately to the number of tenants in the primary target market to a maximum of 70%. Overall, the RCG is intended to deliver a return that covers financing costs, operating costs, provision for long-term maintenance as well as additional margin for future reinvestment.

Following the DPME evaluation of social housing, the Restructuring Capital Grant quantum and income bands were adjusted and a single social housing funding stream was introduced. As of October 2017, the social housing programme is funded through a consolidated capital grant (CCG), which is transferred to the Social Housing Regulatory Authority (SHRA). The CCG includes the institutional subsidy component to streamline the

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<sup>23</sup> Godehart, S, 2007. Scan of Restructuring Zones, *Draft Report*

<sup>24</sup> Ibid

<sup>25</sup> Ibid

funding of social housing developments. R2,3 billion is allocated for social housing over the MTEF period, which is expected to fund the delivery of 62 489 social housing units.<sup>26</sup>

## 7.8. Viable Social Housing Institutions

One of the aims of the social housing programme and the subsequent financing mechanisms is to promote the development of viable and financially sustainable SHIs. A viable SHI receives a return that covers financing and operating costs, provides for long-term maintenance as well as an additional margin for future reinvestment in other social housing projects. This requires SHIs to effect sustainable annual rental increases, consistently collect rentals and/or grow their portfolio of social housing projects.

## 8. Purpose of the study

Social housing represents a complex system of interrelated and reinforcing economic, social, political, technological, and environmental sub-systems. Through this complexity there is potential for a variety of challenges to arise, which need to be overcome to ensure an efficient, well-functioning social housing sector.

The Social Housing Programme (SHP) is one approach SHRA has undertaken to intervene in this system and facilitate a better functioning housing sector. Not only does this approach tackle the functioning of the system, but it also looks to drive spatial, economic and social integration through the delivery of affordable rental housing for low- to middle- income groups. SHRA is interested in understanding the change they have catalysed through the SHP.

The primary purpose of this study is to establish how the SHP has led to social, economic and spatial restructuring. Unpacking how the SHP has contributed to these broad national objectives, the study investigates how social housing is:

- i) Changing the lives of the tenants that reside in the housing units;
- ii) Impacting on the communities around the social housing projects, including the extent to which social housing has improved community integration; and,
- iii) How these changes lead to broader sector impact.

In achieving this purpose, the study examines the contribution of the SHP to observed changes to tenants, communities and the sector, as well as any other unintended consequences.

A secondary purpose of this assignment is to use this study as an input into other measurement activities the SHRA is undertaking, including its work with Equal Spaces. Specifically, the data collection activities of this study and the data collected provide a starting point for the longitudinal measurement of impact.

## 9. Approach and methods

The approach for this assignment was confirmed during the inception meeting and subsequent follow-up theory of change workshop. This section describes the agreed approach and methods.

Genesis uses a theory-based approach to conduct the study. As there were already two existing theories of change (ToC) for SHP prior to this assignment, the study expands on these, specifically examining the outcome

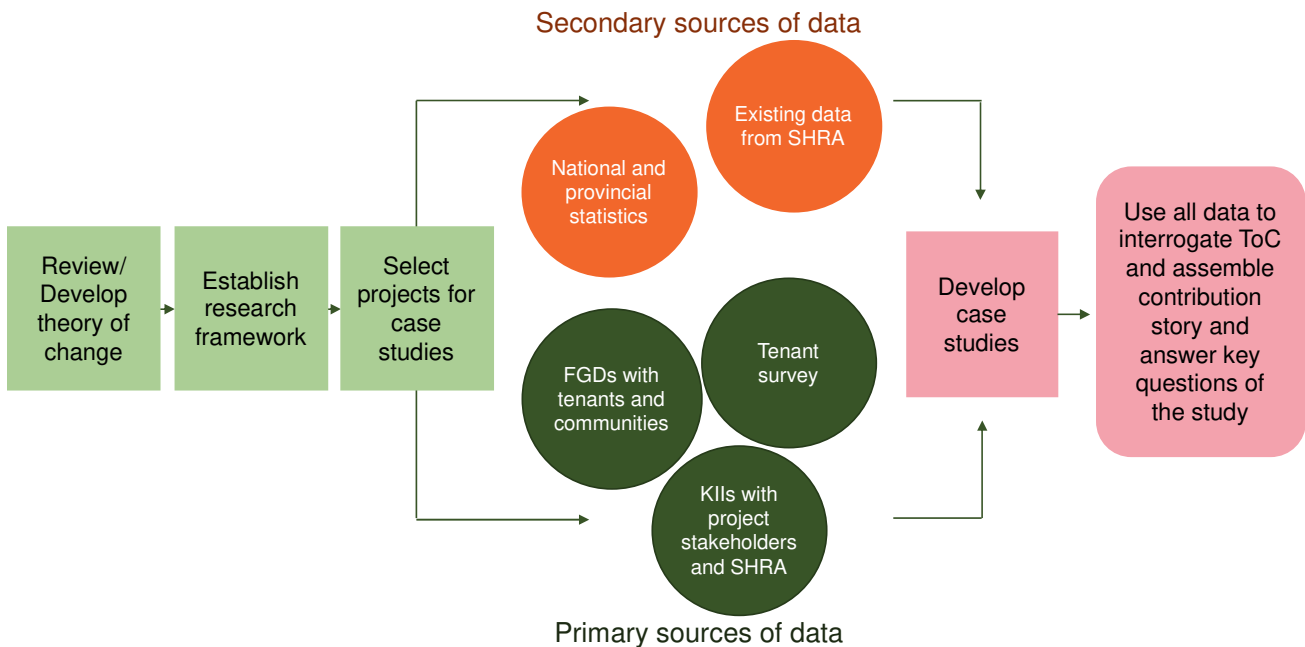
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<sup>26</sup> Godehart, S, 2007. Scan of Restructuring Zones, *Draft Report*



and impact portions and testing their achievement. The following diagram illustrates this approach, which is described in more detail in the sections that follow.

**Figure 2: Approach**



The approach uses Contribution Analysis to determine how the social housing programme has contributed to outcomes on tenants and neighbourhoods. The approach involves selecting the case studies for analysis, collecting data related to these case studies and using this data to understand and document the contribution story.

### 9.1. Research Framework

The study is based on a research framework that guided the development of data collection instruments and subsequent stakeholder consultations. Key research questions unpack and interrogate the aspects of tenant and community impact. Based on the research questions, Genesis developed research instrument guides to support the qualitative and quantitative data collection activities.

### 9.2. Contribution Analysis

Given the lack of a control group and the complexity around social housing we use Contribution Analysis in this study. A key question in the assessment of this programme is that of attribution. While experimental or quasi-experimental evaluation designs can answer these attribution questions, they are often not feasible or practical. We use **Contribution Analysis to examine the contribution being made by the SHP to the observed results**. Other influencing factors are assessed and either shown not to have made a significant contribution, or their relative role in contributing to the desired result has been recognised.<sup>27</sup>

We use the six iterative steps<sup>28</sup> in Contribution Analysis, each step adding to the credible narrative:

1. Setting out the attribution problem to be addressed

<sup>27</sup> Mayne, J. (2008) Contribution analysis: An approach to exploring cause and effect, ILAC Brief 16

<sup>28</sup> [www.betterevaluation.org/plan/approach/contribution\\_analysis](http://www.betterevaluation.org/plan/approach/contribution_analysis)

2. Developing a theory of change and identifying risks to it
3. Gathering the existing evidence on the theory of change
4. Assembling and assessing the contribution story, and challenges to it
5. Seeking out additional evidence
6. Revising and strengthening the contribution story

These six steps are used in this study to establish the contribution social housing has made to the observed changes for the tenants and surrounding communities.

### **9.3. Data collection**

This study uses a range of data from both primary and secondary sources. This section describes the data that was used to inform this study and the team's experiences in collecting this data.

#### **9.3.1. Secondary Data**

##### **■ Literature and Document Review**

In undertaking this component of the assignment, Genesis received and reviewed a number of documents from the SHRA. Additionally, we consulted supplementary resources to ground our understanding of social housing and inform the development of the outcomes list and subsequent data collection tools. The review of documents and additional literature forms the basis of the background and literature review sections in this report. The documents are listed in Appendix 3.

##### **■ National and Provincial Statistics**

Where possible we use and analyse national and provincial statistics on crime, property prices, investment, and employment, which bolster the analysis of the cases and assist with the Contribution Analysis. This also allows us to establish the various contexts in which SHP has been implemented. We have consulted data from the National Income Dynamics Survey (2017), the 2011 Census, the Victims of Crime Survey 2017, property reports for each case sight sourced from Lightstone™, and the General Household Survey 2018. However, with the exception of the Census 2011, there is a significant limitation with the secondary survey data sources in that the geographic level of disaggregation is only to the metro level, meaning that the data over aggregate results across varied neighbourhoods. The 2011 Census data can be disaggregated to ward level, and this data forms our key secondary source of information of the areas surrounding the social housing projects.

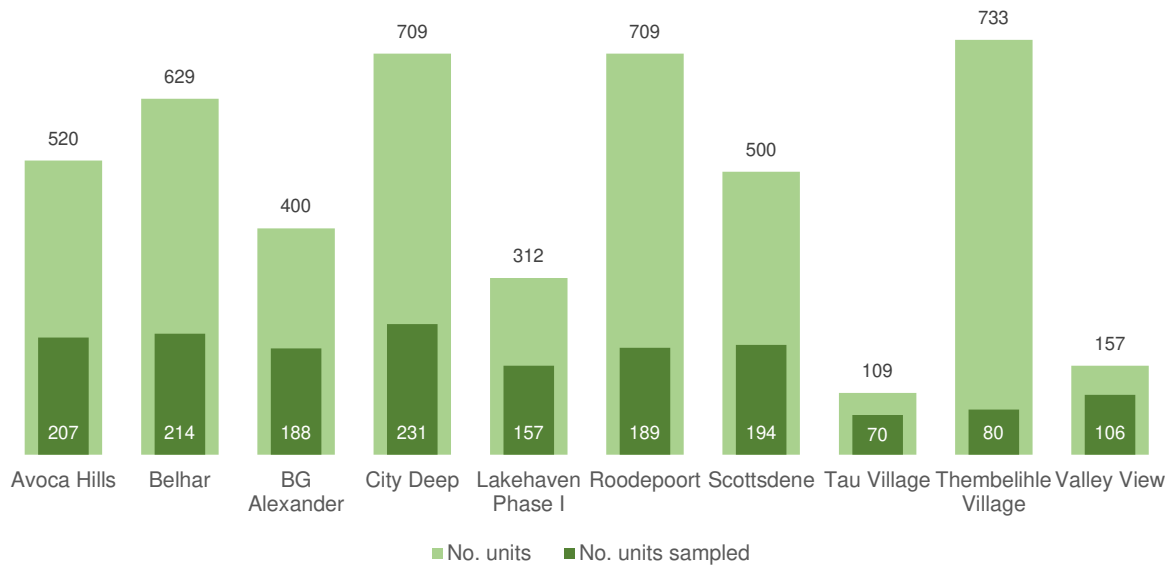
#### **9.3.2. Primary Data**

Given the wide diversity and large number of social housing projects across the country, the study uses a diverse grouping of 10 case study projects to achieve its purpose. The primary data collection was focused on these 10 projects.

##### **■ Quantitative Data Collection**

The tenant survey forms one of the primary data collection components of this research assignment. The questionnaire was developed based on the outcomes identified in the expanded ToC, while the questions and their wording were informed by our experience in conducting surveys as well as a review of other research pieces that have used surveys to establish the outcomes of social housing. The draft version of this questionnaire was shared with the steering committee to provide input and comment before approval. The survey was then pre-tested to establish if tenants correctly understood the questions by holding qualitative interviews with a small sample of tenants at a social housing site not included in this study.

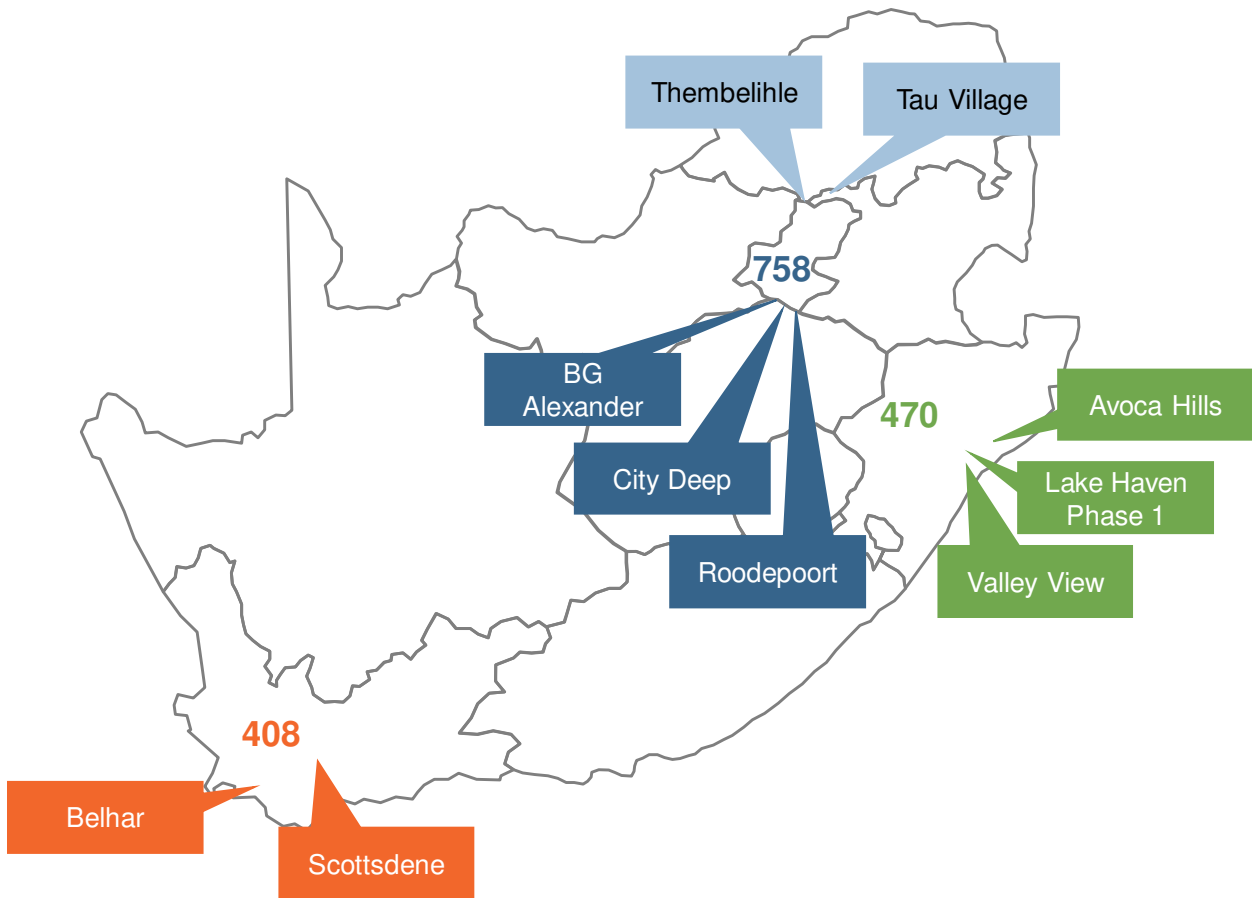
**Figure 3: Number of households surveyed per housing project**



*n=1636*

The response rate to the survey allows for generalisable statements to be made as the sampling was random and the sample size was representative at the project level; however, it must be noted that the full sample cannot be generalised to all social housing projects. The tenant survey was answered by 1 636 leaseholders, across the ten SHPs in three provinces – Gauteng, KwaZulu-Natal and the Western Cape. The figure below depicts the provincial breakdown of survey respondents.

**Figure 4: Provincial Breakdown of Survey Respondents**



There are more female leaseholders than male leaseholders. Of those who responded to the survey, 43% identify as male and 57% identify as female. This indicates a high presence of female-headed households in these social housing projects.

**Figure 5: Gender of leaseholders (according to survey responses)**



The following table illustrates the gender breakdown of leaseholders for the population according data provided by the SHIs:

**Table 3: Gender of leaseholders as per data provided by SHIs**

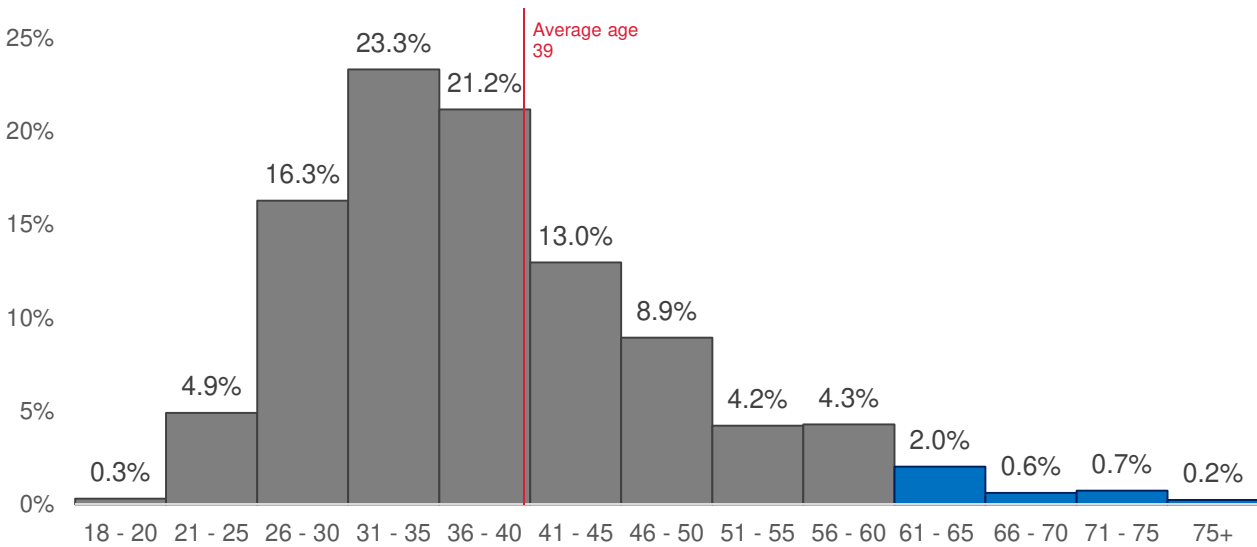
Project	Male	Female	Total	Percentage female
Avoca Hills	164	248	412	60%
BG Alexander	154	230	384	60%
Belhar	243	370	613	60%
Lakehaven	114	195	309	63%
Scottsdene	221	268	489	55%
Thembelihle Village	205	531	736	72%

Project	Male	Female	Total	Percentage female
Valley View	52	104	156	67%
<b>Total</b>	<b>1153</b>	<b>1946</b>	<b>3099</b>	<b>63%</b>

The discrepancy between the sample and the survey being six percentage points results from no gender data being provided by three of projects.

The age of the leaseholders ranged from 18 to 83 years old, with the average age of leaseholders being 39 years old. This age range indicates that there were no child-headed households in the sample. The presence of lease holders above the age of 60 indicates that there are some pensioners living in social housing too.

**Figure 6: Distribution and average age of the leaseholders (according to survey responses)**

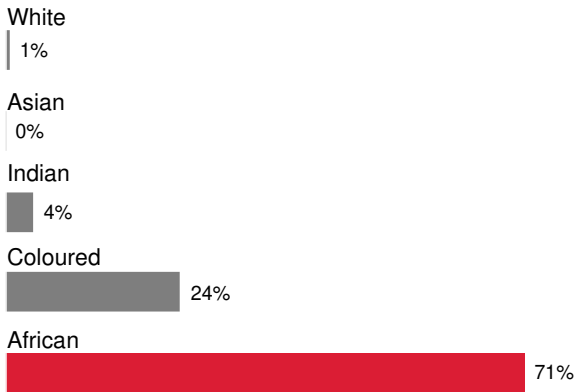


All races, with the exception of 'Asian'<sup>29</sup> are represented in these social housing projects, the largest population group being African. Compared to the national racial demographic statistics, where 80,8% of the population are African, 8,8% are Coloured, 2,5% are Indian or Asian, and 8% are White,<sup>30</sup> the demographic spread of people benefitting from these social housing projects is not nationally representative – there is a higher percentage of both Coloured and Indian people benefitting from the selected case social housing projects, and very few White people. This is to be expected given the social challenges and unequal income levels in South Africa. Additionally, the proportion of Coloured and Indian leaseholders included in this study is likely an overrepresentation of the country proportion of Coloured and Indian leaseholders in all social housing projects. This is because the study purposively sampled projects and included projects in Cape Town and Durban, which respectively have a higher Coloured and Indian population as compared to the national statistics.

<sup>29</sup> We separated Indian and Asian. The standard South African classification merges Indian and Asian

<sup>30</sup> StatsSA, Mid-year population estimates. 2017. Available: <https://www.statssa.gov.za/publications/P0302/P03022017.pdf>

**Figure 7: Race of the leaseholders**



The data in the tenant survey indicates that those who moved into social housing went from living with an average of five people in a household to living with approximately three people on average. It was reported that tenants who move into social housing often do so to gain a sense of independence – many tenants move out of family homes or homes that are shared with other households, into their own space.

**Figure 8: Household size**



*\*\*This result is statistically significant*

### Survey challenges

After refinement and in collaboration with iKapadata, the tenant survey (included in Appendix 2) was successfully implemented in the selected housing projects with the exception of Thembelihle, where data collection was halted due to security risks. **Figure 3** above depicts the number of households interviewed per housing project. With the exception of Thembelihle, this is a representative sample of the total number of occupants at each housing project.

#### 9.3.3. Qualitative Data Collection

##### Focus Group Discussions

Allowed tenants to express their perspectives regarding their experiences of living in social housing. The discussions with tenants also allowed for the assessment of the appropriateness of the housing, the extent of the benefits and any unintended consequences. Additionally, the FGDs were tailored to each of the individual housing projects based on the emerging findings of the preliminary quantitative data analysis. This enabled to the team to get more detail on interesting project-specific findings from the quantitative data analysis.

Two FGDs were conducted at each housing project, split by gender to facilitate openness and honesty and further determine if the experiences of men and women in social housing differ. Genesis used Participatory Action Research (PAR) principles; where engagement is a “bottom up” process of building knowledge with



participants and working from the perspective that tenants know best about their own context, strengths, challenges and opportunities. Details of the FGDs conducted are outlined in Appendix 3

### **Lessons learnt from FGDs**

The team conducted FGDs with tenants at all of the case studies with the exception of Thembelihle and Avoca Hills. Thembelihle was excluded from the qualitative data collection due to safety concerns.

Attendance at the FGDs was poor across most of the housing projects, except for Belhar, Scottsdene and City Deep. Although the team accounted for the tenants' busy weekly schedules by scheduling the discussions on Saturdays, and further offered tea and cake as an incentive to participate in the discussions, most tenants had errands to run on the day and did not attend. The research team had asked the housing managers to put up notices prior to our visits, but most of them had failed to follow our request, which added to the poor attendance problem.

In Roodepoort, the research team experienced trouble accessing the venue in which the discussions were to be held. The contact person was not aware of the scheduled visit, and thus could not provide the research team with the relevant information, as the housing manager was on leave during the time of the visit and their phone was off. As a result, the research team conducted short interviews with anyone that was able to be contacted at the social housing project.

At Tau Village, only five people showed up to the focus group discussion. Similarly, at BG Alexander, the research team conducted a KII with one tenant before four more tenants showed up, after which the group discussion was facilitated.

## ▪ **Key informant Interviews**

Key Informant Interviews (KIIs) were face-to-face or telephonic one-hour interviews with SHIs and SHRA representatives, community leaders and community members from surrounding neighbourhoods. The guides for these interviews were based on the research questions listed in the research framework and were presented to the steering committee before being used in the field. The purpose of these interviews was to gain insight into the programme's implementation (from the SHI and SHRA perspective) and assess the impact social housing has had on the community (from the community leaders and member's perspective).

### **KII challenges**

Whilst the majority of stakeholders were cooperative, all of the municipal stakeholders were unresponsive and as a result, the research team was unable to get the view of municipalities.

## **10. Literature review**

### **10.1. Introduction**

The purpose of reviewing relevant literature is to provide an understanding of social housing and its rationale, as well as to review existing evidence of impact in other contexts. This review assists in establishing the South African social housing programme's contribution to impact by providing a theoretical backing and evidence for and against the links in the theory of change. This review is divided into four sections:

- **Section 1** defines social housing first by looking at various definitions of social housing from different countries and regions and then examines their similarities and differences.

- **Section 2** addresses the rationale behind providing social housing and aims to answer the question about why social housing is provided and unpacks how social housing should lead to improved outcomes in theory.
- **Section 3** examines how social housing is operationalised in different countries and considers the different social housing models and eligibility criteria.
- **Section 4** reviews published evaluations and studies done to explore the empirical evidence of the results flowing from social housing interventions in different countries.

The last section was used to inform this study’s analysis framework allowing the team to use expected outcomes that are grounded in the literature.

### 10.1.1. Defining Social Housing

Social housing is present in many countries across the globe; however, the term ‘social housing’ is reported to be a term with no agreed-upon meaning.<sup>31</sup> Caruso claims that the confusion around the term stems from the “wide diversity of national housing systems, concepts and policies”.<sup>32</sup> This creates a layer of complexity when comparing social housing interventions across different countries. Given that social housing exists within a variety of countries and is a widely researched topic, we decided to examine the various definitions put forward in the literature and discuss their similarities and differences to provide context for the rest of the review.

## Overarching definitions

### Box 2: Broad, regional and country-specific definitions

#### OECD:

*“The stock of residential rental accommodation provided at sub-market prices and allocated according to specific rules rather than according to market mechanisms”.*<sup>33</sup>

#### EU:

*“Conceptually the central distinction is that market housing is allocated according to effective demand, while social housing is allocated according to need, and usually has sub-market rents (Haffner et al 2009). Most social housing statistics are, however, based on ownership of the dwelling rather than allocation mechanisms.”*<sup>34</sup>

#### Europe:

*“The essential defining characteristic, as with market housing, is how the accommodation is allocated. Social housing is not allocated by demand and by price but is rather allocated according to some politically or administratively defined and interpreted form of need. It is explicitly not allocated by market forces. It exists because governments have decided that some housing, at least, should not be allocated by market forces. [...]”*<sup>35</sup>

<sup>31</sup> Hansson, A. G. and Lundgren, B. 2018. Defining Social Housing: A Discussion on the Suitable Criteria. Housing, Theory and Society, DOI: [10.1080/14036096.2018.1459826](https://doi.org/10.1080/14036096.2018.1459826)

<sup>32</sup> Caruso, N. 2013. New Practices of Social housing from definition to recent development. Planum, The journal of urbanism.

<sup>33</sup> OECD. 2017. PH4.2 Social Housing Rental Stock. OCED Affordable housing database.

<sup>34</sup> Scanlon, K, Fernández A, Whitehead, M, Christine, M. E. 2015. Social housing in Europe. European Policy Analysis .17. pp. 1-12.

<sup>35</sup> Oxley, M., M. Haffner, M. Elsinga, and H. Van der Heijden. 2010. Competition and Social Rented Housing. Housing, Theory and Society Vol. 27. No. 4

### East Asia and the Pacific

*“Social housing, targeted at specific beneficiary groups, is a collective term for the most common rental housing arrangements in EAP [East Asia and the Pacific]. Social housing may include rental housing administered by public agencies or non-profits and offer units for low-income groups or public sector workers.”<sup>36</sup>*

### Australia

*“Social housing is short and long-term rental housing that is owned and run by the government or not-for-profit agencies. Social housing is made up of two types of housing, public housing and community housing. It is for people on low incomes who need housing, especially those who have recently experienced homelessness, family violence or have other special needs.”<sup>37</sup>*

### Kenya

*“...a distinction of two categories of interventions as far as housing is concerned, namely: “affordable housing” and “social housing”. Both concepts are not defined. We note though that ‘social housing’, like all social policy, is concerned not only with economic issues but also social issues around housing. It is benevolent, redistributive and concerned with broader non-economic social welfare issues including livelihood. It mainly applies to subsidised low-income rental housing for segments of society that cannot afford housing at market rates.”<sup>38</sup>*

### South Africa

*“A rental or co-operative housing option for low income persons at a level of scale and built form which requires institutionalised management and which is provided by accredited social housing institutions or in accredited social housing projects in designated restructuring zones.”<sup>39</sup>*

### 10.1.2. Variations interpretations

While social housing is a complex topic, at its core the definitions highlight the concept as a response to housing needs. Examining the definitions above three main common themes were found:

1. Social housing is not allocated through mechanisms of market forces;
2. All social Housing is subsidised through some mechanism;
3. It must address the needs of low-income individuals and households; and

These themes are further explored in the discussion of the similarities and differences below.

<sup>36</sup> The World Bank. 2014. Access to Affordable and Low-Income Housing in East Asia and the Pacific. Sustainable Development Department East Asia and Pacific Region.

<sup>37</sup> Housing Vic. (n.d). Social Housing. Available: <https://housing.vic.gov.au/social-housing>

<sup>38</sup> Economic and Social Rights Centre. 2018. State of housing in Kenya: Will Government Strategy Deliver on Social Housing. Available: <https://s-eu-west-1.amazonaws.com/s3.sourceafrica.net/documents/118447/State-of-Housing-Book-2.pdf>

<sup>39</sup> Department of Human Settlements. Social & Rental Interventions: Social Housing Policy. The Nation Housing Code. Volume 6 Available: [http://www.dhs.gov.za/sites/default/files/documents/national\\_housing\\_2009/6\\_Social\\_Rental\\_Interventions/3%20Vol%206%20Social%20Housing%20Policy.pdf](http://www.dhs.gov.za/sites/default/files/documents/national_housing_2009/6_Social_Rental_Interventions/3%20Vol%206%20Social%20Housing%20Policy.pdf)

## ■ Similarities

The definitions in **Box 2** illustrate that across countries and regions there is some commonality in the way in which social housing is understood. The first defining feature is that social housing is not allocated by market forces instead it is based on eligibility criteria that allows a person or household to qualify for social housing. Social housing is generally for low-income households and individuals who cannot afford market determined rental prices. Factoring in income, social housing charges a rent amount below what would ordinarily be determined by the market. The shortfall, between what the market would charge and what low-income households can afford is then often made up with the use of a government subsidy, thus allowing low-income families access to a portion of a country's housing stock. Although not explicitly stated in the definition above, all social housing is subsidized through some mechanism. This is an important characteristic given that the provision of social housing is to address a market failure, thereby bringing the rent charged in social housing in line with tenants can afford.

The purpose of social housing is to provide more than just a house but a sense of community and well-being. The Kenyan and South African definitions make explicit reference to this in stating that social housing caters to non-economic social welfare issues and the promotion of a life-style conducive to community living. In these definitions social housing becomes more than a shelter but a holistic housing intervention that focuses on improving different facets of people's lives by integrating them into a larger eco-system.

## ■ Differences

While there are common threads throughout the above definitions there are two notable variations. The EU definition quoted above includes the possibility of ownership- shifting the purpose of social housing from being a temporary housing solution to be a permanent housing solution in some countries. This option allows for the ownership of the property to transfer from the state to the occupying household, which has the potential to provide financial stability through the acquisition of an asset.

In most of the definitions listed above social housing is specifically targeted at low-income households; however, the Australian definition includes societies' most vulnerable people such as the homeless, those who have experienced family violence and those who have a disability and are therefore in need of government assistance to fulfil their housing needs.

## 10.2. What is the rationale for social housing?

### 10.2.1. Why is housing important?

The right to adequate shelter is one of the most basic human rights. Adequate shelter refers to more than the basic infrastructure and includes the availability of land and services, such as water and appropriate sewage facilities. The availability of the above makes it possible for people to survive, eat, sleep, raise families and enjoy relaxing in their homes.

A lack of adequate housing exposes people to a range of social ills which compromise their quality of life and hinders their progress towards building sustainable livelihoods.<sup>40</sup> On a micro-economic level, adequate housing has been shown to have a significant impact on health and educational outcomes, feelings of security, social

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<sup>40</sup> Impact of Habitat for Humanity Homeownership, Habitat for Humanity, 2015

cohesion, family wellbeing, and productivity.<sup>41,42</sup> Housing also has the potential to be a tool for poverty eradication and socio-economic mobility<sup>43 44</sup>

According to the United Nations (UN,) roughly half of the global population live in cities, with rapid urbanisation expected to continue<sup>45</sup>; however, on the supply side cities cannot meet the rising housing needs of these individuals. The high demand and limited supply leads to increases in the price of housing. This is particularly an issue in desirable and well-connected areas, which results in low-income households being pushed to the outskirts or non-desirable areas of a city. By living on the urban periphery low-income households move into areas that do not have formal infrastructure in place, their access to basic services are limited, as is their employment opportunities and they spend a large percentage of their income travelling to and from the economic centre. These living conditions have a negative effect on households leading them to become disenfranchised and trapping them within a cycle of poverty.

### **10.2.2. What are the problems that social housing aims to address?**

The literature examined indicates that the main use of social housing has been to address a shortage of housing and provide an alternative tenure option to ownership. Historically, the provision of social housing has done more than address housing shortages instead it has been used to stimulate economies, promote investment and address spatial and historical disadvantages.

Initially, social housing in Western Europe, had been important in terms of investment made into new buildings, regeneration of urban areas and providing adequate affordable housing to a wide range of citizens. However, throughout the 20<sup>th</sup> century, social housing was used as a response to events such as World War I and II. These events had economic consequences that left individuals in desperate need of government's assistance to fulfil their housing requirements. The wars had devastated the countries' housing stocks, there was a post-war baby boom increasing the population that needed housing, and there was a mass migration from rural to urban areas.<sup>46</sup> Those who came from the rural lands into the urban centres needed government assistance in securing housing by either rental or ownership means that were subsidised by the government. In more recent times social housing has been seen as a viable alternative to ownership especially for households that suffered the most under the 2008 financial crises. In the post-financial crisis, market demand for social housing increased as the risks associated with buying property were perceived to be too high. Many household incomes also have not recovered to their pre-2008 state leaving many families in need of alternative housing options. In these

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<sup>41</sup> Thomson, H., Thoms, S., Sellstrom, E. and Petticrew, M. (2009) The Health Impacts of Housing Improvements: A Systematic Review of Intervention Studies From 1887 to 2007. *American Journal of Public Health*. 99(53). pp. S681 – S692

<sup>42</sup> Wolitski, R., Kidder, D., Pals, S., Royal, S., Aidala, A., Stall, R., Holtgrave, D., Harre, D., and Courtenay-Quirk, C. (2009) Randomized Trial of the Effects of Housing Assistance on the Health and Risk Behaviors of Homeless and Unstably Housed People Living with HIV. *AIDS Behav.* 14. pp. 493 - 503

<sup>43</sup> Leaver, C., Bargh, G., Dunn, J., and Hwang, Stephen. (2007). The Effects of Housing Status on Health-Related Outcomes in People living with HIV: A Systematic Review of the Literature. *AIDS Behav.* 11. pp. S85 – S100

<sup>44</sup> Measuring Success in Human Settlements Development: An Impact Evaluation Study of the Upgrading of Informal Settlements Programme in selected projects in South Africa, The Department of Human Settlements South Africa

<sup>45</sup> United Nations: Sustainable Development Goals: Goal 11. Available: <https://www.un.org/sustainabledevelopment/cities/>

<sup>46</sup> Peppercorn, I. & Tuffin, C. n.d. Social housing in the USA and France: Lessons from convergences and divergences.

cases, particularly in the US and the EU social housing or public housing is able to act as a transitional housing solution until a household can once again afford to buy a house.

In other contexts social housing is used to address spatial disadvantages, This, is often the case where there has been rapid urbanisation and the demand for housing is not met by the supply.<sup>47</sup> As a result, in countries like those in South America, the East Pacific region and Africa, 'shanty towns', 'informal settlements' or 'slums' start appearing on the urban periphery.<sup>48 49</sup> These places become densely populated and often give rise to people living in structures in other people's backyards without access to basic services such as water and electricity.<sup>50</sup>

Social housing also presents a solution, for households who cannot afford market determined rental rates. It brings low-income households closer to the economic centres and provides them with an affordable rental housing option. By being closer to the economic centre they have better access to amenities such as schools, and healthcare centres.

Low-income households often do not have sufficient savings required to make them eligible for a home loan and therefore are in need of an alternative option that is not secured based on a savings rate. These households form part of a gap in the market, the gap is neither serviced by the government nor by the banking sector, giving rise to a market failure. Social housing is used as an intervention to address this market failure. An added benefit of social housing is beneficiaries having access to basic services and the government keeping track of whom it is providing these services to. Government benefits as they are able to generate revenue for the provision of these services.

In South Africa social housing is used to address both spatial segregation and historical disadvantages created under the apartheid regime.<sup>51</sup> Spatial segregation predates apartheid, the passing of the Land Act in 1913, prevented Black Africans from owning or buying land, the only place they were free to do was on restricted pieces of land known as reserves.<sup>52</sup> This system was replicated under the apartheid regime in the form of Bantustans. In 1950, the Groups Areas Act was passed, with the intention of racially segregating all aspects of social and economic life.<sup>53</sup> Neighbourhood segregation was institutionalised, the result of which was African, Coloured, Indian and White communities. This type of urban planning entrenched inequality within the built environment and marginalised the majority of the population.<sup>54</sup>

Social housing in South Africa is therefore used as a way to restructure the cities socially, economically, and spatially.<sup>55</sup> The purpose of social housing is to bring those who were disadvantaged and were forced to live in communities on the outskirts of the cities into the cities giving them access to formal accommodation and basic

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<sup>47</sup> The World Bank. 2014. XI

<sup>48</sup> Ruprah, I.J and Marcano, T.L. 2007. A meta-impact evaluation of social housing programs: The Chilean case. Office of evaluation Oversight. August.

<sup>49</sup> The World Bank. 2014. XI

<sup>50</sup> Ruprah, I.J and Marcano, T.L. 2007.

<sup>51</sup> Wicht, Astrid. 1999. Social Housing in South Africa. A feasible option for low-income households?, paper for University of Lund. Available: <http://www.hdm.lth.se/fileadmin/hdm/alumni/papers/ad1999/ad1999-14.pdf> (accessed 24.04.2007)

<sup>52</sup> Modise, Leepo, & Mtshiselwa, Ndikho. (2013). The Natives Land Act of 1913 engineered the poverty of Black South Africans: a historico-ecclesiastical perspective. *Studia Historiae Ecclesasticae*, 39(2), 359-378.

<sup>53</sup> Turok, I. 1994. Urban Planning in the Transition from Apartheid: Part 1: The Legacy of Social Control. *The Town Planning Review*. Vol. 64. No. 3: 243-259

<sup>54</sup> Ibid: 243

<sup>55</sup> SHRA. Available: <http://www.shra.org.za/investment/about>

services. Its objective was to provide security of tenure that did not rest on ownership.<sup>56</sup> Its placement within a city was of utmost importance – where BNG (Breaking New Ground) formerly known as RDP, housing has been accused of reinforcing apartheid town planning, social housing specifically targets urban areas.<sup>57</sup> The rationale behind this programme is to provide an affordable housing alternative close to the economic centre of a city where there is access to transport nodes, quality education, healthcare and job opportunities.<sup>58</sup>

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<sup>56</sup> Ibid.

<sup>57</sup> OCED, 2017.

<sup>58</sup> Ibid, 8



## 10.3. How has social housing been operationalised?

### 10.3.1. How is social housing delivered?

While social housing is provided in a number of countries, the form and delivery of social housing differ. Altogether 29 countries (out of the 36 OECD countries) were found to provide at least one form of social housing albeit with different characteristics in terms of general housing issues, providers, target groups and financing arrangements.<sup>59</sup>

The social housing stock is generally provided and owned by companies in municipal ownership or municipalities and non-profit organisations usually known as housing associations.<sup>60</sup>

Countries with a small percentage of social housing stock (less than 10% of the total housing stock) tend to have their social housing administered by the state.<sup>61</sup> In the United States for example, public housing is directly provided by the state and local housing agencies, with subsidies from the federal government that are designated for low-income households.<sup>62</sup> Social housing in Canada is typically owned by the government, non-profit groups or co-operatives. Both the United States and Canada have the same payment scheme for its social housing tenants, where tenants are required to spend 30% of their income for rent and utilities, and any shortfall on the rent is subsidised by the housing programme.<sup>63</sup> In China, the state used to monopolise the financing, production and allocation of housing until 1990 when the state withdrew from the direct provision of housing and allowed for private developers to build residential projects. Similar to the US and Canada, rent charges for tenants should not exceed a certain threshold of the total household income, except in China this is set at 5% of the household income.<sup>64</sup>

By contrast, in countries with a large share of social housing stock, such as the Netherlands and Denmark, the not-for-profit sector is found to be the more common provider for social housing. The Danish social housing sector is governed by a relatively complex interaction between the state, the municipalities, the housing associations and tenants. The state sets general frameworks for the sector, while the municipalities manage the local housing policy and decide whether to approve new constructions or not. The housing associations run the housing estates and can decide to build new estates if the municipalities approve. The tenants have a democratic influence on the day-to-day running of the estates. Municipalities have the right to appoint tenants for up to 25 percent of all the lettings, which they use to ensure a stronger income mix in the social housing estates by moving low-income earners (with a job) to high-income neighbourhoods.<sup>65</sup> This runs counter to the original intent of the rule for being appointed which was to ensure room for deprived citizens in estates where the vast majority of the population was expected to live.<sup>66</sup> Now the rule is applied to ensure that only a limited number of deprived citizens is housed in the same estate.

Furthermore, an important principle that shapes the Danish social housing sector is the balanced rent principle. This is in effect a cost rent, in that it ties the rent of a specific dwelling to the original costs of building the specific social housing estate and the cost of running the housing estate.<sup>67</sup> Comparably, approximately 75% of the 3

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<sup>59</sup> OECD Affordable Housing Database. 2016. PH4.3 Key Characteristics of Social Rental Housing

<sup>60</sup> Scalon, 2015.

<sup>61</sup> OECD Affordable Housing Database 2017. PH4.2 Social Rental Housing Stock

<sup>62</sup> OECD, 2016.

<sup>63</sup> Home Guarantee Corporation. 2007. Public Housing Policies of Selected countries

<sup>64</sup> Home Guarantee Corporation. 2007.

<sup>65</sup> Nielsen, R.S. 2017. The Danish Social Housing Sector: Recent Changes and Future Challenges

<sup>66</sup> Ibid

<sup>67</sup> Home Guarantee Corporation. 2007

million rental homes in the Netherlands belong to housing associations, which are obligated to rent out 80% of their vacant social housing to people with an annual income of up to €38 798.<sup>68</sup>

In Chile, to be eligible for social housing, your household savings are taken into consideration. The programme specifically targets vulnerable and emerging families with household heads who are between 18 and 30 years old, with a total monthly income of between \$360 and \$1 125.<sup>69</sup> Eligibility is not solely determined by income but instead by a Social Vulnerability Score measured by a government-issued survey. The programme is open to current tenants and other non-paying users and does not have any geographic restrictions but the programme also requires establishing a savings account with at least \$180.<sup>70</sup> Quite similarly, most social housing in New Zealand is in the form of government subsidised rent, where Income-Related Rent (or IRR) is provided by Housing New Zealand, but since April 2014 it is also available from other registered social housing providers.<sup>71</sup> To be eligible for social housing your finances as well as your cash assets are taken into account.

In South Africa, as in the Czech Republic, the government provides a partial subsidy for the development of rental stock. The remainder of the capital costs and the cost of management of the stock is collected through affordable rentals paid by the tenants. The stock is then owned and managed by Social Housing Institutions that are regulated by the Social Housing Regulatory Authority.<sup>72</sup>

### **10.3.2. Who does social housing benefit?**

All countries that provide social housing have criteria that determine who is eligible to live in social rental housing and in most cases the time in which household has been registered on a waiting list is one of the driving factors in determining who gets social housing.<sup>73</sup> At the same time, in most countries, people who are considered to have the greatest needs are served first. To achieve this goal in Austria and Denmark, where the allocation of social housing is managed by municipalities, they retain a right to allocate part of the social housing stock to households they select on the basis of a needs assessment.<sup>74</sup> Finally, criteria can also vary according to the local needs and gaps in local housing markets, and give priority for instance to certain type of key workers, students and young people in areas with an ageing population.

In Germany, for example, poor or vulnerable families are allocated to social housing dwellings by non-profit housing associations. These dwellings are predominantly located in the peripheral housing estates, thereby increasing the spatial concentration of distressed households.<sup>75</sup> The Czech Republic takes into account the social situation of the applicant (for example, Roma communities, people leaving institutional housing or prison), and in addition to this, there are special arrangements in place for disabled and elderly people.<sup>76</sup> In Denmark the municipality can assign a homeless person or family a dwelling bypassing the waiting list; in some deprived areas, people with jobs or students can bypass the waiting list with an aim to increase the social mix of the community.<sup>77</sup> In contrast, Japan has a limited number of social housing dwellings, which are assigned through a lottery system and do not therefore give any specific groups priority over the others. Although, in the

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<sup>68</sup> Government of the Netherlands. 2018. Rented Housing: Social Housing

<sup>69</sup> Ross, L.M & Pelletiere, D. 2014. Chile's New Rental Housing Subsidy and its relevance to U.S. Housing Choice Voucher Program

<sup>70</sup> OCED, 2017.

<sup>71</sup> Ministry of Social Development, New Zealand .2018. Housing and Support Services

<sup>72</sup> The National Association of Social Housing Organisations (NASHO). 2017.

<sup>73</sup> OECD, 2017

<sup>74</sup> OECD, 2017

<sup>75</sup> Galster & Musterd, 2003

<sup>76</sup> OECD, 2017

<sup>77</sup> Home Guarantee Corporation. 2007.

Netherlands, while priority can be given due to medical reasons, there is a limited number of dwellings that are assigned through a lottery system.<sup>78</sup>

Certain countries only provide social housing to a designated group. For instance, in Mexico public housing used to only be afforded to those who served in the military through their Military Housing Fund of the Social Security Institute for the Mexican Armed Forces (or ISSFAM) program.<sup>79</sup> However, there has since been an increase in the number of social housing interventions in Mexico to aid the increased demand for affordable housing, such as INFONAVIT (Instituto del Fondo Nacional de la Vivienda para los Trabajadores, or Mexican federal institute for worker's housing).<sup>80</sup> Hungary only provides social housing to those residents who are already recipients of social benefits, while Ireland states homelessness as a priority-criteria for determining whether an applicant gets social housing or not.<sup>81</sup> Chile uses a Social Vulnerability Score to determine eligibility. This score measures vulnerability based on three major indicators (1) access to economic resources (for example income, labour skills, access to water and sanitation), (2) household needs (for example family composition and household size) and (3) risks that households face (for example individual health conditions, and job insecurity).<sup>82</sup> Whereas in South Africa, social housing is targeted at the low- to middle- income market (R1 500- R15 000 per month).<sup>83</sup> These are the individuals that fall within a gap where they do not necessarily qualify for BNG housing or a mortgage, and therefore, are in need of other tenure options to suit their housing needs.

While the priority criteria of social housing for countries vary quite considerably, low-income households are a common beneficiary criterion for the majority of the countries' social housing policies. Assets are usually not included in means-testing (except in Finland, New Zealand and Korea)<sup>84</sup> but in a majority of countries, eligibility for social rental housing is conditional to not owning other housing properties. Finally, in some countries, income ceilings can be set at relatively high levels to allow income mixing (such as France and Austria).<sup>85</sup>

#### 10.4. How effective has social housing been?

To understand social housing's potential, we examine literature that assessed the outcomes produced by housing interventions. This was done to grasp an understanding of what outcomes to expect and by having this knowledge we were then able to build an analysis framework where our assumptions were supported by the literature. It is important to note that we are not restricting the literature to only social housing but looking at a broad range of housing interventions that aimed to improve low-income household's well-being.

From a desktop review that looked at measuring the outcomes of social housing it was found that there were seven outcomes that social housing could potentially contribute to, these are:

1. Social and Community
2. Health
3. Education
4. Housing
5. Safety

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<sup>78</sup> OECD, 2017.

<sup>79</sup> Cabrera, L. 2014. Affordable Housing in the Urban Global South: Seeking Sustainable Solutions

<sup>80</sup> OECD, 2017.

<sup>81</sup> Home Guarantee Corporation. 2007.

<sup>82</sup> OECD, 2017.

<sup>83</sup> Social Housing Regulatory Authority (SHRA)

<sup>84</sup> OECD, 2017.

<sup>85</sup> OECD, 2017.

## 6. Empowerment

These outcomes reinforce one another, for example, the Department of Family and Community in Australia theorised that access to affordable housing, provides low-income households with housing stability, since families and individuals are not moving as much there is reduced absenteeism among children from school, and therefore, an increase in grades should be observed. This was confirmed in a paper that looked at US students who experienced homelessness or hypermobility, these students were found to perform below their low-income peers.<sup>86</sup>

Another element of reduced absenteeism is improved health, in a 2015 paper, Thomson and Thomas found that there is a link between affordable housing and improved health.<sup>87</sup> However, this rests on a variety of other factors – for improved health to be observed the size of the house has to be appropriate for the residents and it has to have proper thermal controls. Exposure to extreme temperatures are noted to have adverse effects on residents' health outcomes.<sup>88</sup> Increased space in a household is noted to increase privacy and opportunities for studying. These improvements along with improved healthcare due to better thermal controls are noted to reduce absences from school and work, enhancing grades and productivity.

However, the impact of housing interventions is not restricted to those who reside in a single unit. Instead neighbourhoods can play contributing factors to outcomes such as education and health. In a 2014 paper by Marten *et al*, a different health outcome is noted, it is found that the neighbourhood in which a social housing project is placed plays a contributing factor to health and education outcomes for children living in social housing.<sup>89</sup> Five indicators were assessed: immunisation levels of two-year old's, school readiness, grade nine and high school completion and adolescent pregnancy. Young children fare worse than all other children that live in a similar socio-economic neighbourhood in terms of school readiness and immunisation levels, whereas older children who live in wealthier areas have higher completion rates of grade nine and high school and lower rates of teenage pregnancy.<sup>90</sup> The former effect is noted to be caused by low-income households who do not have enough money to cover their monthly expenditure shifting their income away from their children's education or healthcare resulting in negative outcomes.<sup>91</sup> The latter effect is noted to be because older children are influenced more by their peers than their home life which then results in this positive effect. Thus, the study is able to demonstrate that for households to experience these positive outcomes there are factors beyond receiving a house, such as location, that need to be taken into consideration when developing social housing.

<sup>92</sup>

It is noted that the spatial planning of social housing contributes to complex outcomes experienced by the beneficiaries. In Chile, social housing is placed on the urban periphery and served to further enforce segregation along income and class lines.<sup>93</sup> It also places low-income households far from the economic centres resulting in beneficiaries having to spend increased amounts of their household income on travelling expenses. A similar result is found in the US, with affordable housing projects that are placed close to the city centre. It is found that low-income households have to commute further to their jobs, because they cannot find jobs that required their

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<sup>86</sup> Enterprise Community Partners. 2014. Impact of affordable housing on families and communities: a review of the evidence base

<sup>87</sup> Thomson, and Thomas 2015: 213

<sup>88</sup> Ibid

<sup>89</sup> Martens, P.J Daniel G. Chateau, D. G., Burland E. M., Finlayson, G.S., Smith, M.J. ,Taylor, C.R. Brownell, M.D., Nickel, N.C., Katz, A., Bolton, J.M., MD, and the PATHS Equity Team. 2014. The Effect of Neighborhood Socioeconomic Status on Education and Health Outcomes for Children Living in Social Housing. American Journal of Public Health. Vol. 104, No, 11.

<sup>90</sup> Martin et al, 2015.

<sup>91</sup> Enterprise Community Partners. 2014.

<sup>92</sup> Ibid.

<sup>93</sup> Cavieres, F. J. 2004. Chilean Housing Policy: A case of social and spatial exclusion.

skill set within the city centre. Therefore, even though they live close to the economic centre, transport still places a strain on the household budget.<sup>94</sup> It is not only the location of the social housing project that is important but access to relevant job opportunities that match the skills set of those living in social housing.

Access to affordable housing is important for low-income households who spend a significant portion of their household income on housing. Those who can access affordable housing are likely to live in safer housing conditions and less likely to revert to informal housing options or shelters.<sup>95</sup> Important to this feeling of safety is the feeling of community, which was measured by the number of people who shared a common language. Examining the context of social housing, language was found to be important for improving the welfare of the individuals. Important to welfare improvement is the ability to communicate with those that surround you, such as your neighbours. Communication allows residents to access to what Bertrand, Luttmer and Mullianathan (2000) describe as the 'network effect', in their paper they look at the use of home language as a factor that facilitates relationship and network building.<sup>96</sup> People tend to interact with one another when they are able to speak the same language this provides people with a larger network of contacts on which to draw from, these contacts can be leveraged for a range of positive outcomes such as navigating the social housing system or finding out about near-by job opportunities.

Outcomes that are the results of housing interventions are widely documented throughout the literature and provide us with some guidance as to what to expect from our results. However, the literature review also highlights the importance of placing the results within a defined context. For not all outcomes are produced by a direct causal relationship, instead they are the results of a complex system where outcomes come about from being reinforced by one another.

## 11. Findings and analysis

This section presents a critical analysis of the causal chains in the ToC, ultimately commenting on whether the social housing programme has contributed to the observed outcomes. The analysis is structured along four key areas pulled from the ToC to build the narrative of contribution from activity to impact level. Starting at the base of the ToC the study briefly reviews the implementation of the policy strategy and site selection for SHPs, then moves up to assess the delivery of the social housing through the SHIs, after which it reviews the perceived quality and relevance of the delivered housing, and finally examines the outcomes of this on beneficiaries, neighbourhoods and the sector.

The study reviewed the DPME ToC and the ToC included in the SHRA's M&E Plan. Building on these ToCs, the team expounds on the tenant, community and city outcomes. To do this, the team reviewed literature on ToCs for social housing and used previous ToCs Genesis Analytics has assisted in developing in the housing space. This expansion on the ToCs is necessary for Contribution Analysis, which requires that the sequence of outcomes is captured, and other contributing factors and risks to these outcomes are captured. On the following page the revised ToC is presented which is critically analysed throughout this section. The original ToC from the DPME report as well as the SHRA's logic model<sup>97</sup> are included in Appendix 4.

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<sup>94</sup> Enterprise Community Partners. 2014.

<sup>95</sup> Ibid.

<sup>96</sup> Bertrand, M., Luttmer, F.P, Mullainathan, S. 2000. Network and Welfare Cultures. The Quarterly Journal of Economics. Vol. 115, No. 3:1019 – 1055.

<sup>97</sup> Only the outcomes and impact section are illustrated in this report as this is the part of the logic model that this evaluation focuses on.



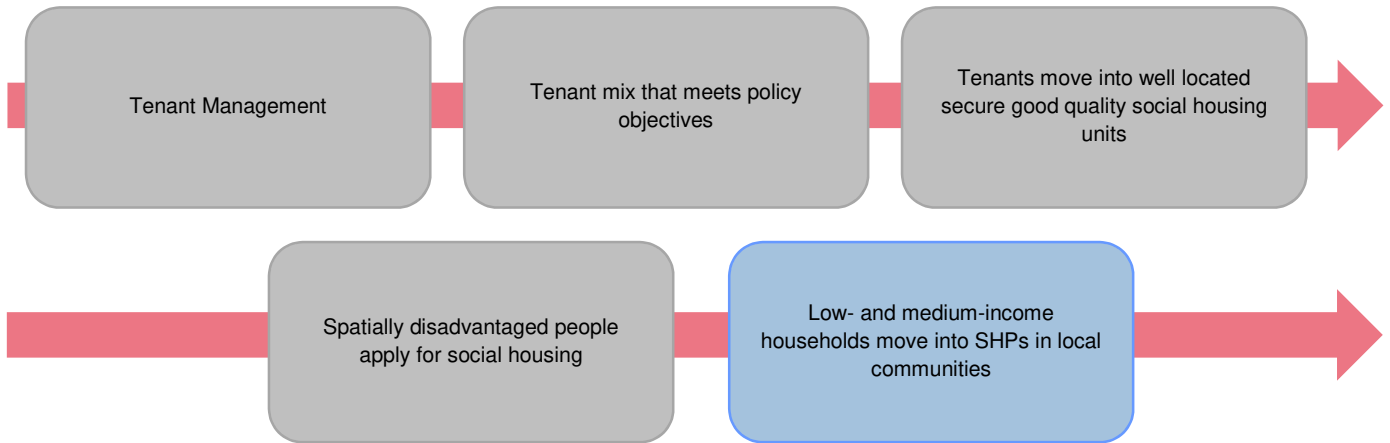
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## 11.1. Policy and strategy

There are two impact pathways for policy and strategy. They are depicted in the figure below

**Figure 10: Policy and Strategy Impact Pathway**



### 11.1.1. Spatially disadvantaged provided housing

*While the policy objective of social housing is to address spatial and economic inequality, the selection of sites for social housing does not perfectly fit this objective.*

The study found that the size of the restructuring zones and the variety of areas within the restructuring zones restricts the social housing programme's objective of spatially restructuring the South African society. A study conducted by NASHO demonstrated that, overall, the largest number of social housing projects are located in outer suburban areas and, increasingly, in 'grey areas', which are areas that are not well located in terms of access to economic opportunities and proximity to amenities, and their success has relied on additional investment in infrastructure. An example of this is provided in Box 3 below. The location of the projects is largely a consequence of the cost and availability of well-located land.

A provincial government stakeholder indicated that the programme is increasingly reliant on land that is available through the private land market. Additionally, as well-located inner-city locations gain pre-eminence with the private and public sectors, the demand for old buildings and inner-city land parcels has driven up selling prices, making it increasingly difficult for SHIs to compete without a coordinated municipal-driven land identification process. Another reason why social housing projects are located in outer suburban and grey areas is that the high levels of demand for affordable housing in the country means that social housing projects will have high occupancy rates, despite their location.

"Social housing isn't fulfilling its objectives because it is driven by demand. Demand doesn't resolve location and the complexity of location"-  
Government stakeholder

#### Box 3: Spatial Restructuring at Scottsdene Rental Estate

Scottsdene Rental Estate is located in the predominantly Coloured neighbourhood of Scottsdene, near Kraaifontein, approximately 32,8km outside of the Cape Town City Centre. Some tenants reported that their places of work are as far as Woodstock, in the city centre, and they spend a large proportion of their day travelling by train to work. Additionally, the majority of tenants (51%) indicated that they moved into the project from the surrounding areas of Kraaifontein, Northpine and Scottsdene. As a result, these tenants have not experienced a change in access to transport and amenities or the schools their children attend and, as a

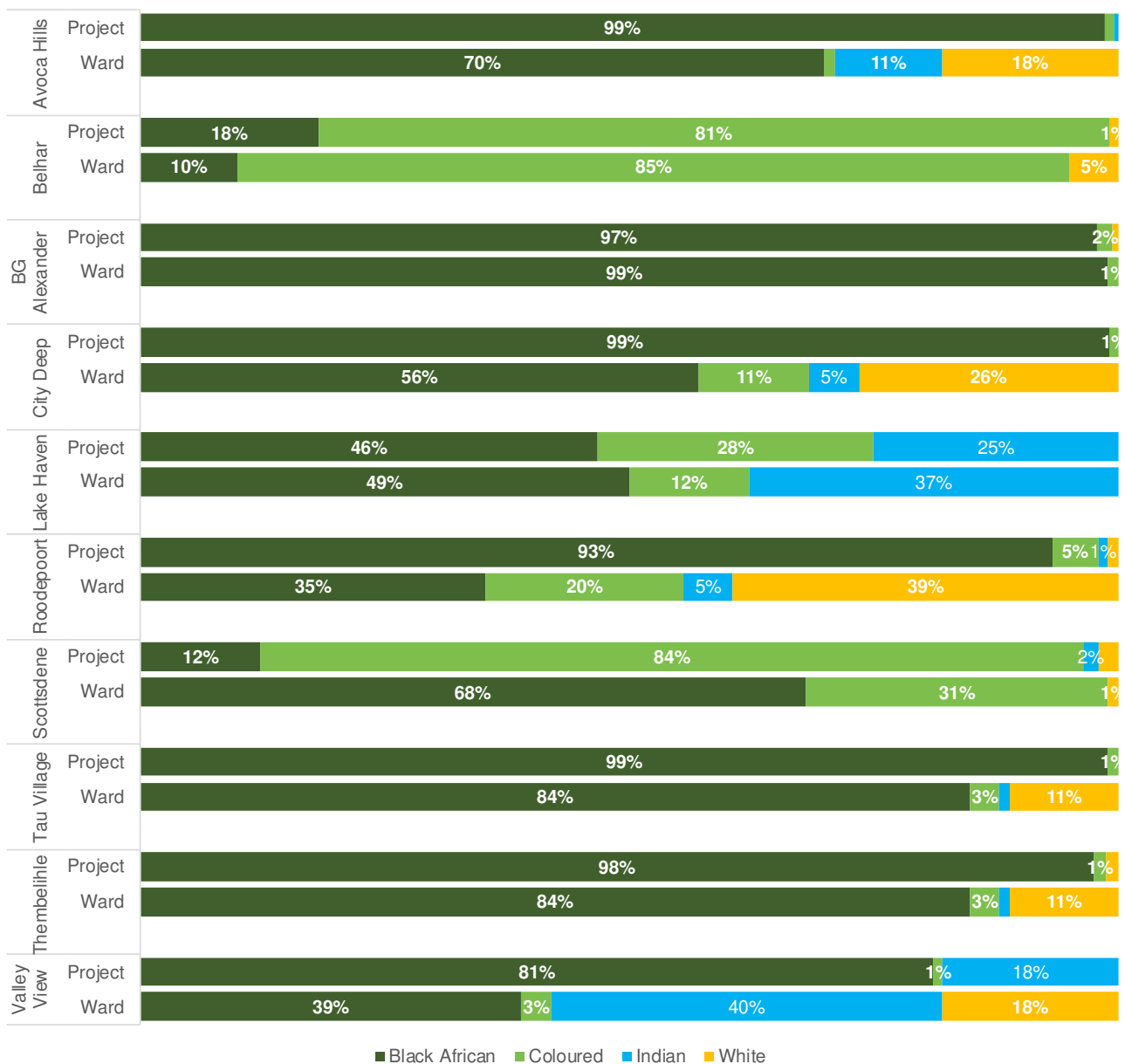
result, this project has not contributed to spatial restructuring. It has, however, provided tenants with affordable housing, independence and a safe living environment.

### 11.1.2. Social Restructuring

*There is evidence that some social housing projects have a tenant mix that meets the social restructuring objective in some areas.*

The study found that racial integration within the projects was varied and depended both on the location of the project and the province in which it is located. The figure below depicts the racial profile of the tenants in the various projects.

**Figure 11: Racial profile of the tenants vs the racial profile of the surrounding ward**

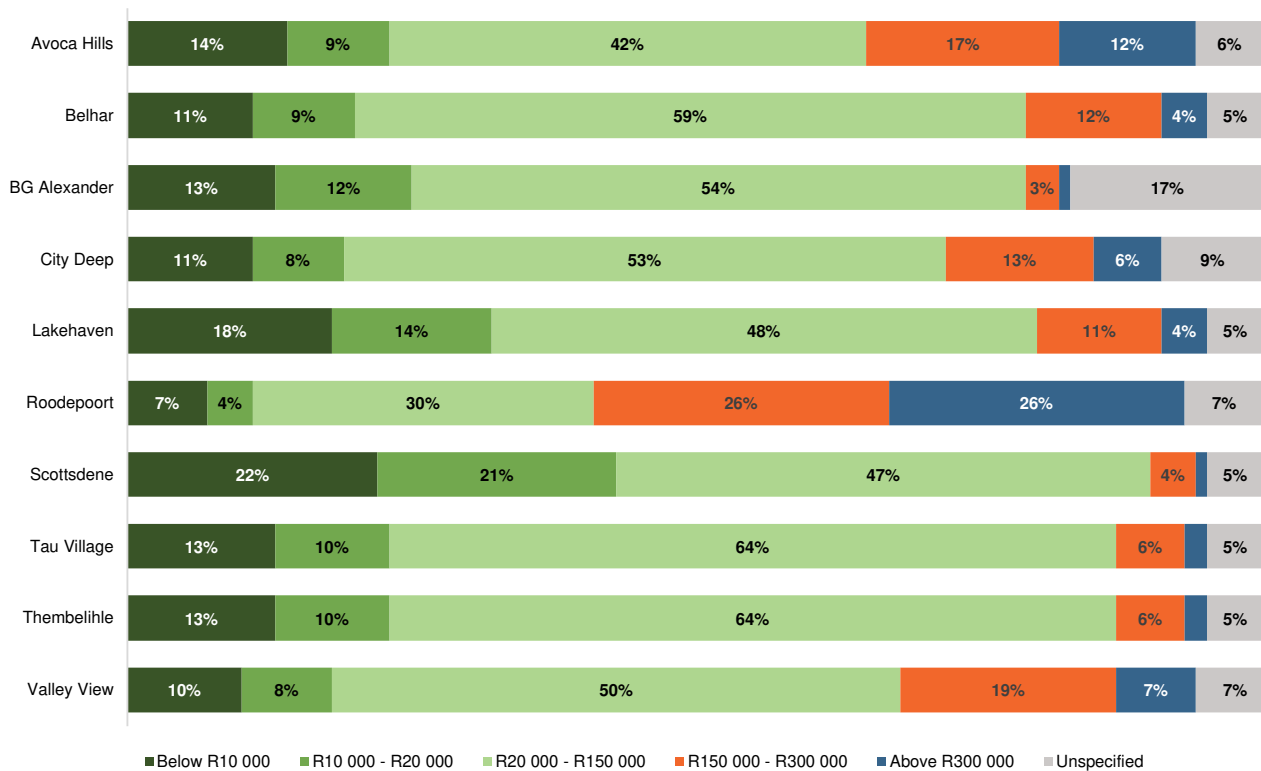


As shown above, there are a number of projects that have representation of over 95% of just one racial group, indicating that integration within the projects is limited. Conversely, there were a number of projects where

integration within the project is evident. Lake Haven, Valley View, Belhar and Scottsdene are the most racially integrated projects. These projects are located in inner and outer suburban areas whilst the projects that aren't racially integrated are mostly located in the inner city. However, this finding does not extend to integration at a neighbourhood level. The figure depicts the racial profile of the residents who live in the ward in which the social housing projects are located. As shown above, there are projects where the racial profile of the tenants in a project mirrors the racial profile of the ward in which the project is located. BG Alexander and Belhar are examples of this. City Deep's associated ward is very large and not contiguous, and thus presents a skewed view of the racial breakdown of the area around the social housing project. However, for the rest of the cases, there is evidence of racial integration. Whilst the majority of the social housing projects are not racially integrated, the wards in which a large number of the projects are located are racially integrated.

Additionally, the study found that social housing is achieving ward-level income mix at varied levels. The figure below depicts the annual income levels of the wards in which the social housing projects are located.

**Figure 12: Ward-Level Income**



The annual income of tenants who live in social housing is between R18 000 and R180 000. For income mix to be achieved, the annual income for the ward would need to be predominantly above R180 000 or predominantly below R180 000.<sup>98</sup> As shown in the figure above, BG Alexander, Tau Village, Thembelihle and Scottsdene are contributing minimally to income mix as the majority of residents' annual income is within the social housing income bracket. Conversely, Roodepoort, Valley View, Avoca Hills and City Deep have the highest number of residents who earn above R150 000, indicating an income mix.

<sup>98</sup> The ward level data doesn't disaggregate the data in such a way that we will be able to identify how many residents earn below R180 000. As such, we used R150 000 as the upper income band for social market.

The combination of the racial integration and income mix findings indicate that the social housing programme is contributing to a tenant mix at the neighbourhood level in the majority of the projects.

### 11.1.3. Economic Restructuring

*For economic restructuring and urban regeneration to take place, social housing must be complemented by coordinated public and private investment.*

Whilst there is potential for social housing to act as a catalyst for urban regeneration, the extent to which this is possible depends on a coordinated response from public and private sector actors. Social housing is intended to align with Urban Development Zones as well as other spatial planning instruments, such as inner-city revitalisation strategies, development nodes and transport/investment corridors. This must subsequently be linked to the National Spatial Development Framework, Provincial Government Development Strategies, Provincial and Municipal Spatial Development Plans and Integrated Development Plans.<sup>99</sup> Additionally, neighbourhoods in decline, where an increasing number of social housing projects are built, either improve or deteriorate further based on the amount of private and public investment in infrastructure, transport and other housing developments.

### 11.1.4. Social Housing Target Market

*The combination of annual rental increases, the increase in the income eligibility criteria and the increases in municipal rates and taxes are making social housing increasingly unaffordable for low-middle income tenants.*

At the inception of the SHP, social housing was successful at targeting low- to medium income households, particularly those in the primary target market. However, this study found that, as the programme has progressed, the affordability of these units is eroding. Interviews with tenants across the case studies indicated that the annual increases in rent, rates and services are high, and are an added cost burden. Tenants further expressed that they are concerned that the cost burden will force them to move out of the social housing projects, back into the townships or their previous residences.

“How long will I be able to afford the rent and the R150 I pay monthly for parking? The rent increases every year and I won’t be able to afford it” - Tenant

#### Assessment of results chain

The contribution of social housing to spatial restructuring depends on the locations of the social housing projects. Projects that are located in the inner city have contributed to spatial restructuring by providing previously disadvantaged individuals with access to a wide range of amenities and employment opportunities. The other projects have had made a minor contribution to spatial restructuring through the densification of urban areas and infill development.

Additionally, the study found that social housing is a contributor to social restructuring, particularly at a neighbourhood level by ensuring a racial tenant mix, with the exception of a few cases. The social housing projects have integrated individuals of different races, and in some cases, brought previously disadvantaged individuals into historically White neighbourhoods.

It is further concluded that social housing projects have had a varied impact on economic restructuring and urban regeneration. Social housing projects have encouraged investment by public and private sector actors

<sup>99</sup> Ibid

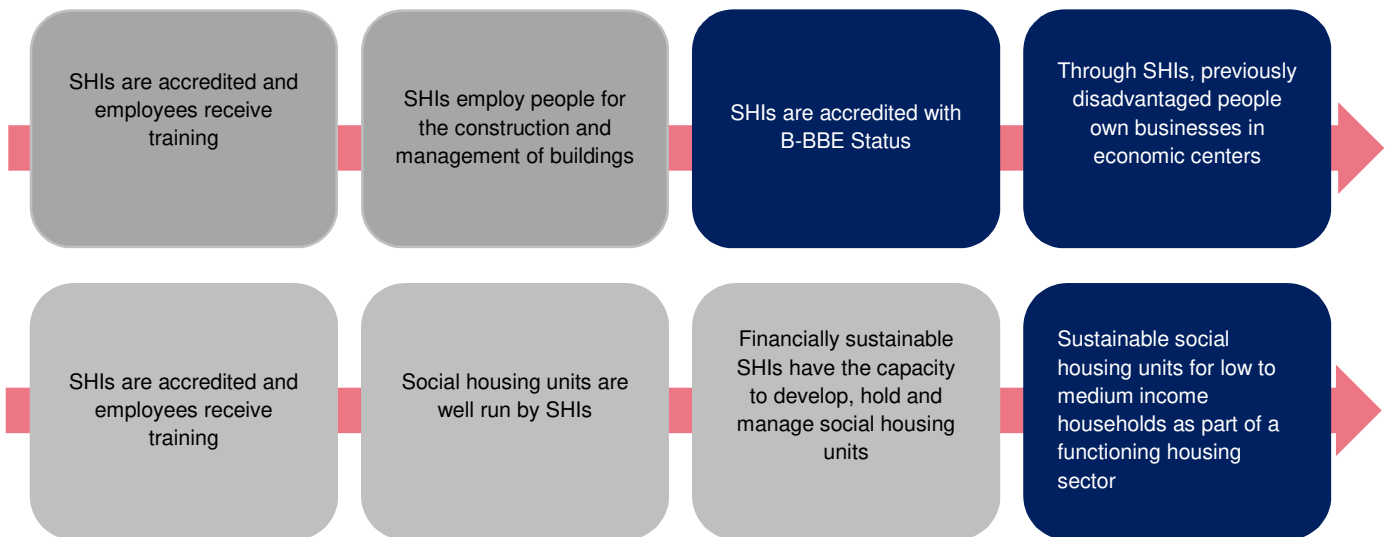
in transport infrastructure, housing and the development of amenities. There is also evidence of social housing catalysing small business development in the immediate surrounding areas. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing.

Lastly, in general, SHIs have been successful in targeting low- to medium- income households; however, the high operating costs have made it increasingly difficult for SHIs to charge affordable rentals to households in the primary target market. Additionally, it has become increasingly difficult for these households to afford the rent and the additional service charges that accompany it. As a result, low income households are likely to eventually be priced out of social housing.

## 11.2. Delivery of social housing

There are two impact pathways for the delivery of social housing. They are depicted in the figure below.

**Figure 13: SHI Delivery Impact Pathway**



### 11.2.1. Employment opportunities created by SHIs

*SHIs have created jobs that are related directly to the activities of the social housing project.*

The jobs created by SHIs are primarily in tenant management and maintenance activities. Additionally, other jobs created include security, gardening and cleaning. The nature of the employment contract as well as the extent to which tenants can be hired varies according to the SHI. This is depicted in the table below. An example of self-employment opportunity provided in one SHI is documented in **Box 4** below.

**Table 4: Overview of employment opportunities provided by SHIs**

SHI	Nature of employment contracts	Hires tenants (Y/N)
SOHCO	Contract	No
JOSHCO	Permanent	Yes
YEAST City Housing	Temporary	Yes
Madulammoho Housing Association	Temporary	Yes
First Metro Housing Company	Permanent	No

Additionally, the extent to which benefit are available depends on the nature of the employment contract, with contractors and temporary employees receiving limited or no access to benefits and permanent employees receiving benefits, the type and number of benefits depending on the SHI.

**Box 4: Employment creation at JOSHCO**

JOSHCO facilitated the establishment of tenant-owned cleaning cooperatives who are responsible for cleaning the communal areas of the complex. JOSHCO did this by assisting members with the registration process and trained them on the operating of a cooperative. This form of employment creation for tenants is more sustainable in that cooperatives exist and operate for the benefit of its members and because they have a vested interest in the company, they work productively to ensure it succeeds.

**11.2.2. Financial Sustainability**

*The financial sustainability of SHIs is under threat by the financing mechanism and political opportunism that influences rent boycotts.*

The financial sustainability of SHIs is underpinned by a number of underlying assumptions that accompany the financing model. These include high rental collection rates, allowance for rental escalations capped to CPI and the billing of rates and taxes at NPO rates. The study found that in most cases, these assumptions are not met and number of SHIs subsequently struggle to generate sufficient net operating income to cover debt repayments and create medium-term sustainability. SHI CEOs indicated that the high operating costs and significant shortfalls in rental collection, put their projects at risk of being financially unsustainable in the long-term. In response to constraints on viability, SHIs are often forced to make financial and business decisions that are not in the best interests of the tenants. The most common result is that SHIs price more units at the top of the income bands.

The SHIs lack of profitability constrains their ability to reinvest in additional social housing projects, which in turn affects their ability grow their portfolio to the optimal number of units (above 2000). The table below illustrates the portfolio of RCG-capitalised social housing units owned by SHIs in this study.

**Table 5: SHI RCG-capitalised social housing portfolio<sup>100</sup>**

SHI	No. of Projects	Total Number of units	RCG Funded Units	IS	Unsubsidised
SOHCO	8	1843	1839		4
JOSHCO	26	6823	1723	966	4134
YEAST City Housing	14	1267	911	343	13
Madulammoho Housing Association	10	2599	1715	867	17
First Metro Housing Company	16	2248	1466	550	232

Source: SHRA Compliance Reporting Q2 2018/19

As shown above, JOSHCO, Madulammoho Housing Association and First Metro are the only SHIs whose total housing portfolio gives them economies of scale in their management arrangements (with Madulammoho and First Metro only slightly exceeding 2000 units). JOSHCO’s large portfolio is driven predominantly by their status as an entity of the City of Johannesburg and subsequently receive substantial financial assistance from the city. However, as mentioned above, an SHIs total housing portfolio is not the only indicator of sustainability. Yeast have a small housing portfolio, but they remain financially sustainable as the underlying assumptions that

<sup>100</sup> <http://www.nasho.org.za/members>

underpin the financing model are met. Conversely, First Metro have a large housing portfolio but they are not financially sustainable.

Another threat to the financial sustainability of SHIs and the social housing sector in its entirety are rental boycotts or building hijacks that arise from the demand from tenants to transfer ownership of social housing units to individuals (refer to the box below for an example). A large proportion of tenants in all of the projects indicated that they wanted to own the units. When this is complemented by political populism (often fuelled by political parties), it can lead to rental boycotts and building hijacks. The longer the rental boycotts take place, the more likely it is that the SHI will be financially unsustainable as it uses funds from income-generating projects to supplement the hijacked projects. Additionally, the slow pace at which legal evictions take place, puts these SHIs at risk of collapse and in these cases, the developments could be sold should they meet the LTR on transfer and disposal of stock.

**Box 5: Rental boycotts at Valley View<sup>101</sup>**

In 2010, Valley View experienced rental boycotts by 75% of the residents as a strategy to get SOHCO to reduce rentals. This was followed by violent protests and SOHCO staff could not access the building. Thereafter, SOHCO followed a legal mass eviction process, which took four years to complete. SOHCO experienced rental boycotts in two of their other projects, which resulted in a rental collection shortfall of approximately R10 million over the period.

*Financial sustainability is affected by the way in which municipalities charge rates and taxes.*

An important assumption underlying the financing model for social housing is that municipalities bill SHIs NPO rates for rates and taxes. However, the study found that this is not always the case. The extent to which SHI's are billed NPO rates depends on the size and liquidity of the municipality and well as the relationship between the SHI and the municipality. In the Eastern Cape for example, a municipality is trying to charge SHIs commercial rates. In other cases, the City of Cape Town in particular, SHIs who received RCGs can apply for 100% rebate in rates and taxes. Additionally, in one case in the eThekweni municipality, a SHI is charged no rates and taxes for one social housing project and full residential rates for another social housing project. The financial sustainability of SHIs who pay residential and commercial rates for rates and taxes is at risk as it reduces their profitability and puts strain on their ability to meet their debt repayments and sustainably manage their projects.

*Financial sustainability affects the extent to which maintenance can take place at the social housing projects.*

Whilst maintenance generally takes place at the majority of the social housing projects, the study found that there are some projects that are not well maintained. This is largely a consequence of the fact that the SHIs are under threat of being financially unsustainable and maintenance increases their operating costs. Additionally, tenants reported that a number of SHIs take a significant amount of time to respond to maintenance requests (up to one year). In some cases, tenants reported that they had to contribute to their own maintenance requests and when they could not afford this, maintenance did not take place. The combination of these put social housing projects at risk of degradation in the long-term. This is likely to reduce the benefits of social housing for tenants and further affect the financial viability of the project.

**Assessment of results chain**

<sup>101</sup> Interview with Housing Manager and <https://www.iol.co.za/news/developers-fight-estate-hijacking-1266306>



SHIs have directly created a number of temporary, contract and permanent jobs. However, the job creation potential of the social housing programme is limited. The jobs created are related directly to social housing activities, primarily tenant management and maintenance activities.

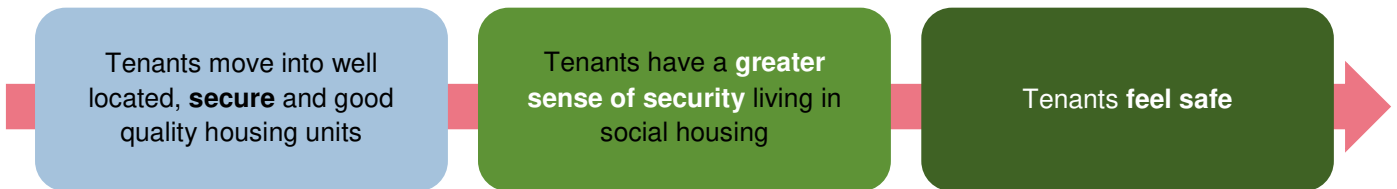
The financial sustainability of SHIs is under threat due to marginal project viability and net operating deficits on subsidised units. Additionally, SHIs are struggling to grow their portfolio to optimal numbers which further exposes them to the risk of becoming financially unsustainable. A consequence of this is that projects are not well maintained, which puts them at risk of degradation in the long-term.

### 11.3. Tenant Outcomes

The following subsections present the tenant outcomes of the study. The ToC is referred to throughout this subsection to determine whether or not the results chains hold, assessing each result and determining whether it has been achieved and whether or not it logically follows to the next result.

#### 11.3.1. Security

In the ToC the 'security' impact pathway is represented along the following results chain:



#### Internal security

*Overall tenants have positive experiences of security in their social housing projects; however, there was incidences of crime reported across the case studies indicating that crime is present but limited.*

From the site observations at all the social housing project, security-controlled access was observed along with other security measures such as electric fencing and turnstiles that tenants, staff and visitors have to use to gain access into the social housing project. The additional security measures and the number of security guards present are dependent on the social housing project. Some only had one security guard who sat at the gate, while others had more. Those with more than one security guard had some guards who oversaw access into the social housing project, while others roamed around the property. social housing projects have control over security within the social housing project and they can incorporate additional security measures to make tenants feel safer. This indicates that the security needs of the complex differed across the social housing projects.

#### Box 6: Additional security measures in Belhar

Originally, Belhar did not have a fence around its perimeter, this left the units exposed and the social housing project experienced house break-ins. However, after the installation of the fence, tenants reported that house break-ins have gone down. This indicates that the social housing projects has been be responsive to tenants' security needs and included additional security measures to ensure that tenants feel safer within the confines of the social housing project.

From the tenant survey data, 12% of the sample reported that they moved into social housing because it reported to offer a more secure living environment for them and their families.<sup>102</sup> During the FGDs, most tenants reported that they did not have security guards at their previous residences, and therefore, feel that living in a gated social housing project with security guards has its benefits. Children can play freely within the complex and parents do not have to worry about them wandering out, tenants can leave their doors open while they are inside their units, and they can walk around the property late at night without feeling threatened. The security benefits also had positive spillover effects for the community in that houses opposite the social housing project feel safer because they now have security in the area, and security guards watching over their houses.

#### **Box 7: Tenants feelings of safety and example from Scottsdene**

Tenants from Scottsdene reported that the social housing project was the safest place in Kraaifontein. Kraaifontein is one of the country's worst precincts in terms of the number of crimes that are reported, yet social housing has made this group of residents feel safe.<sup>103</sup> There were 20 919 crimes reported in 2018 alone, the number of property crimes and violent crimes are present in Table 6 below. The prevalent crimes are crimes against another person such as murder, sexual offences, common assault and robbery.

However, there are still security concerns. For some tenants, the presence of the security guards was viewed as not being effective. These tenants reported that the guards often do not follow proper security protocol when letting visitors in, and crimes in the social housing project have occurred with the security guards present. It was reported that tenants or visitors could easily bribe the guards, which would then allow them to exceed the visitor limit.<sup>104</sup> A few tenants reported their homes being broken into, their clothes being taken from the communal washing lines and their car tires being stolen, despite the guards sitting at the gates.<sup>105</sup> Of those surveyed, 9% had been victims of violent crimes and 17% had been victims of property theft since moving into social housing.<sup>106</sup> These numbers are not necessarily reflective of social housing, but of living in a country like South Africa. SAPS data on reported crimes in 2018 shows that 12% of people in South Africa were victims of violent crimes and 25% were victims of property crimes, which is greater than the reported levels in social housing.<sup>107</sup>

As can be seen in **Figure 14**, the data indicates that tenants feel safer in the social housing project and in their units as compared to their previous communities and residences. Furthermore, tenants were asked how safe they felt walking alone outside their building during the day and at night. The aim of this question was to test how safe tenants felt in their area at different times of the day. There were no significant changes in how safe tenants feel walking in their areas during the day and at night as compared to their previous residences.<sup>108</sup> This is likely to be because the social housing projects have no control over security measures in the broader area like they do within the confines of the project.

Examining feelings of safety by sex, it was found that across all four categories, women feel marginally more unsafe than men.<sup>109</sup> This is in line with the StatsSA Crimes Against Women Report, which states that women in South Africa fear crime more than men do, and in turn tend to feel less safe than men. Interestingly, however,

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<sup>102</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>103</sup> Crime stats SA. Worst ten precincts: largest number of reported crimes. Available: <http://www.crimestatssa.com/topten.php>

<sup>104</sup> Genesis Analytics. 2019. SHP FGD Data.

<sup>105</sup> Ibid.

<sup>106</sup> Genesis Analytics. 2019. Tenant Survey Data.

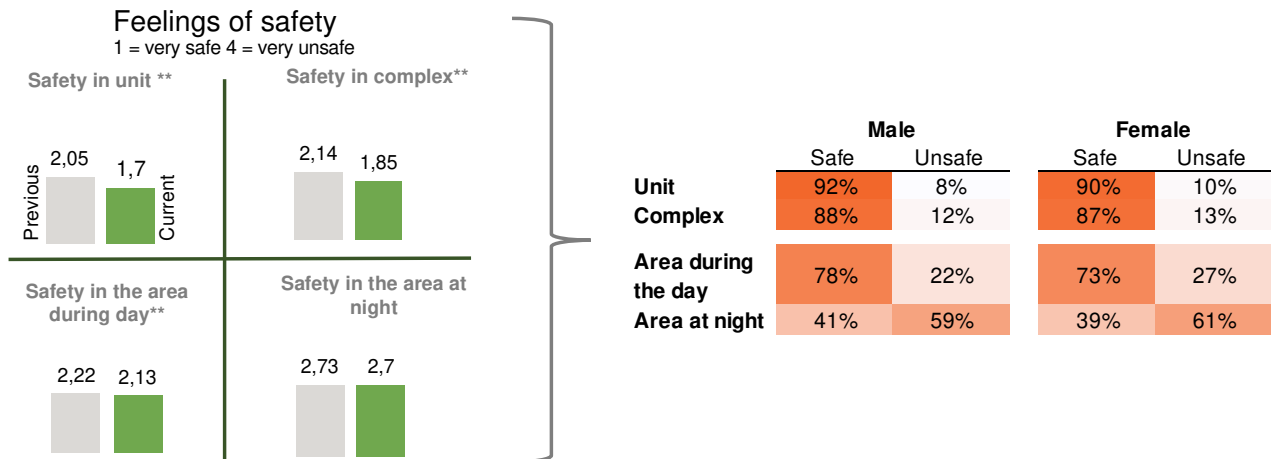
<sup>107</sup> Crime stats SA. Available: <http://www.crimestatssa.com/national.php>

<sup>108</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>109</sup> Ibid.

when comparing how the male and female tenants feel about crime, it was found that the same trends both genders feel safer in their units, complex and in their area during the day and both feel less in their area safe at night.

**Figure 14: Overall feelings of safety**



Source: Tenant survey data (\*\* result is statistically significant)

## External security

*Most social housing projects are located close to a police station the result of which is tenants seeing the police regularly and knowing where the police station is, this is important because the majority if of the social housing projects are in high crime areas.*

Tenant safety is dependent on two factors, how safe they feel within the social housing project and how safe they feel within the area. From Figure 14, it can be seen that tenants feel marginally safer in their broader communities than they did in their previous communities. Proximity to a police station is not a factor in the selection of the location for social housing projects, which is dependent on the availability of land in a restructuring zone. Property data indicates that on average social housing projects are located approximately 2,3 km away from a police station. Further evidence for this was found in the tenant data, where 50% of tenants report that they see the police in their area at least once a week, 88% of tenants report that they knew where the police station was, and 91% of tenants report that it would less than 30 minutes to get there.<sup>110</sup> The visibility of the police signals to the tenants that they are available should something happen and this is likely to increase the way tenants feel about safety in the area. This is an unintended positive outcome for social housing.

**Table 6: Crime statistics disaggregated by precinct around project<sup>111</sup>**

Project	Precinct	# of property crimes in 2018	# of violent crimes in 2018
Avoca Hills	Greenwood Park	1 213	1 306
Belhar	Belhar	537	1 104
B.G. Alexander	Hillbrow	1 698	5 324

<sup>110</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>111</sup> SAPS, 2018, available at [<https://www.saps.gov.za/services/crimestats.php>]

Project	Precinct	# of property crimes in 2018	# of violent crimes in 2018
City Deep	Jeppe	1 202	3 746
Lakehaven	Newlands East	634	1 167
Roodepoort	Roodepoort	2 276	2 762
Scottsdene	Kraaifontein	1976	3 866
Tau Village/ Thembelihle	Pretoria Central	2 054	3 841
Valley View	Bellair	496	454

**Table 6** presents the number property and violent crimes committed in the precinct where the social housing projects are located. From the table above we can see that the majority of the areas, with the exception of Valley View, have high levels of crime.

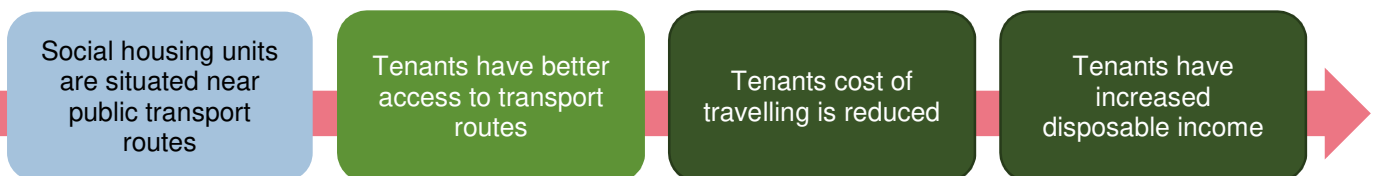
In addition to improved feelings of safety due to police presence, residents in Valley View and Lakehaven reported that they are actively taking part in community forums such as the Neighbourhood Watch and the Community Police Forum. These engagements serve two important purposes, the first of which helps the tenants integrate with the surrounding community and the second sees the tenants taking an active interest in the security concerns of the area.

### **Assessment of the results chain**

There is evidence supporting the results chain for safety; all social housing projects have some combination of security measures (such as security guards, controlled access, turnstiles and electric fencing), therefore the social housing projects that are secure have increased how safe tenants feel within the social housing project. However, the social housing project does not have control over external security measures and the areas that they are located in have relatively high levels of reported crime. Thus, tenants still feel unsafe safe in their neighbourhoods.

### **11.3.2. Transportation**

Illustrated in the ToC is the following results chain:

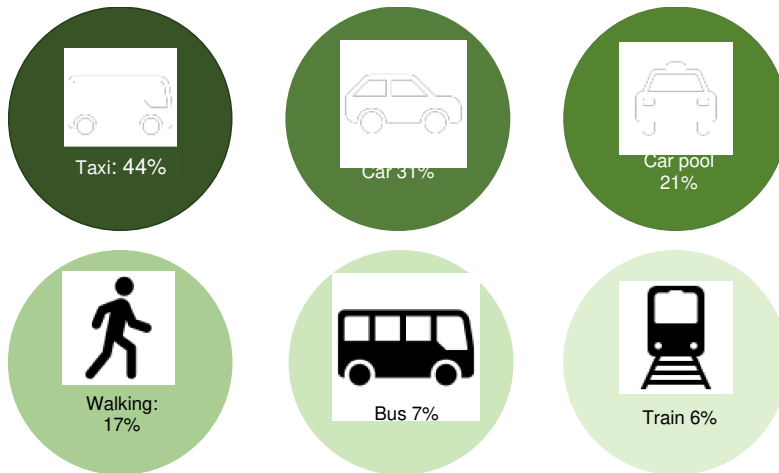


*Not all social housing projects were located near transport routes, limiting tenants' access to public transport and resulting in high transport costs for households.*

Inner city social housing projects have access to a variety of regular public transport options. For example, tenants at BG Alexander could take the Rea Vaya bus or a taxi from directly outside of the social housing project. However, social housing projects that are located outside of the city centre, such as Lakehaven, do not have access to regular public transport. In this particular case, housing management had to approach the taxi association and request them to send taxis past the social housing project in the mornings and in the evenings. While public transport is available, it is not regular and tenants who work outside of the taxi and bus operating hours have to find alternative transport means. This has knock-on effects as tenants have to walk great distances to access public transport, and tenants reported that the route they walk is not safe, especially when

they are alone. This is supported by the evidence in the above section where tenants reported to feel unsafe walking alone during the day and at night in their communities. There is a similar situation in City Deep where tenants reported having to wait up to 30 minutes to catch a taxi. This increases the travelling time for those tenants to get to work or school each day.

**Figure 15: Transport used by surveyed tenants to get to work<sup>112</sup>**



*\*\* Participants could select more than one option (therefore the total do not sum to 100%)*

**Figure 15** illustrates the most-used forms of transport that tenants use to get to and from work each day. Out of six modes of transport, three are public (taxi, bus and train), two are private (walking and own car) and one is a shared solution (carpool). Comparing these results to national averages we find that a higher number of social housing tenants use cars, a car pool system or taxis to get to work while a lower number of people walk to work. Tenants likely have their own cars or carpool with someone from the same housing project or area, hence the high percentage of employed tenants who use this form of transport. Taxis are the most common form of public transport used among tenants this possibly due to the convenience and accessibility. Given that most SHPs were noted to not be located near a defined public transport route the high usage of taxi's make sense. The Lakehaven example above illustrates the flexibility of the taxi association in comparison to other public transport options such as trains and buses who would need permission from the city to add a new route. Tenants in social housing also walk less to their place of work this could be because there not enough economic opportunities that are in walking distance from the social housing projects.

All forms of transport, with the exception of walking, carry a cost, and tenants across the ten case studies reported spending an average of R217.12 more on transport than they did in their previous residences.<sup>113 114</sup>This indicates that this impact pathway in the theory of change does not hold as tenants do not necessarily live closer to amenities and travel costs have instead increased.

Other reasons that might explain this increase in cost could be that children have switched from public transport to private lift-clubs<sup>115</sup>. Of those tenants interviewed, 51% reported that they at least one child attended an

<sup>112</sup>The first bracket indicates lowest income quintile (up to R7 029) and the second bracket indicates the quintile 2 (R7 030 – R12 780)

<sup>113</sup> This result is statistically significant

<sup>114</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>115</sup> Lift clubs were most noticeable in SHPs where public transport was not easily available and therefore parents needed other transport options to get their children to and from school.

educational facility. The use of a private lift club was reported to cost R250 – R300 per child, per month,<sup>116</sup> therefore increasing the transport costs of the household. The data also indicate that 45% of the sample reported to have experienced an increase in their disposable income since moving into social housing. Tenants could be using their increased disposable income to travel to different amenities that are not located close to the social housing project, therefore the increased traveling could be reason why there has been increase in transport expenditure. Lastly, changes in the cost of petrol has increased, thereby increasing the amount tenants would pay to travel. There are a number of factors that may be contributing to the increase in transport expenditure; however, we find more evidence to suggest that tenants are paying more to reach work, school and other amenities and that this is likely the biggest driver of increased costs, this is in contradiction to the ToC.

**Box 8: Lakehaven example of use lift sharing mobile applications**

One tenant in Lakehaven reported that she used the lift-sharing mobile application, Taxify. The mobile application allows people to request a ‘ride’, and a driver then collects and drops them off at their desired location. The tenant reported that she uses Taxify because it is convenient and affordable for her. Given that the tenant lives close to her doctor and the Shoprite (the amenities she mostly uses) she is only charged Taxify’s minimum fare.<sup>117</sup> Therefore, in this case, being close to the amenities is beneficial for tenants who use lift sharing applications that base their fee structure on distance.

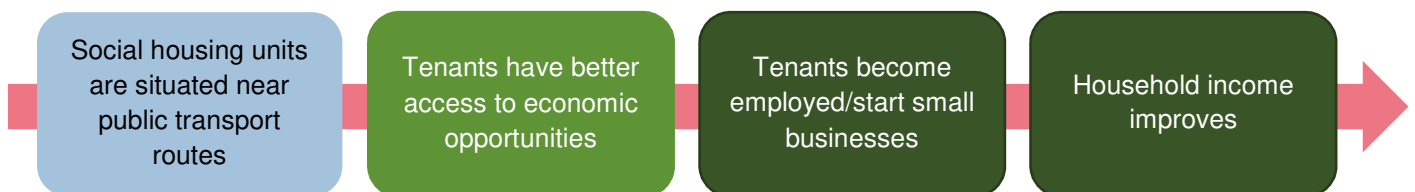
Some tenants do not use public transport and instead have their own private vehicles. For these tenants they incur an additional cost to park their vehicle at the social housing project (this was reported to be approximately R150 - R160 a month), and this cost adds to their total monthly transport costs.

**Assessment of the results chain**

The results chain for transport contains two components, the first part relates to tenants’ access to transport and the second part relates to its cost implications. The first part of the results chain can only be partially confirmed. This is because not all social housing projects were located near an existing public transport route and therefore those tenants did not have better access to public transport. The second part was found to not hold because tenants are spending more on transport than they did at their previous residence, therefore their cost of travelling was not reduced. The last part of the results chain does hold, in that the majority of tenants reported that their disposable income increased; however, this was not because of reduced transport costs.

**11.3.3. Economic opportunities**

In the ToC the ‘economic opportunities’ impact pathway is represented along the following results chain:



*Employment opportunities offered by the social housing project*

<sup>116</sup> Genesis Analytics. 2019. SHP FGD Data.

<sup>117</sup> This equates to ±R20 a trip.

*Social housing contributes to employment in three ways, the first is that it acts as an employer of tenants, the second, is that by living in social housing, tenants have opportunities for self-employment and lastly, social housing contributes to the local economy by hiring local services providers.*

To run a social housing project efficiently, housing management needs to ensure that they have staff to handle tenant issues, who run community development programmes and who secure, clean and maintain the social housing project. Most of the social housing projects examined for this study had a combination of these staff roles present at the social housing project. Some of these roles such as the cleaning, gardening and maintenance staff are open to tenants. Tenants, therefore, have access to employment opportunities in the same place that they live, which allows some households to earn an extra income; reduces travel costs because the tenants don't have to travel to work, and some of the tenants receive benefits such as the UIF (Unemployment Insurance Fund) and paid leave.

However, the extent to which tenants could work for the social housing project varied from project to project. For example, at Lakehaven tenants were not allowed to work for the social housing project at all, while at Avoca Hills, tenants were employed to clean the social housing project. This illustrates how this varies by project, as both Lakehaven and Avoca Hills were managed by First Metro yet have different employment policies.

Of those employed, 7% of tenants reported to be self-employed.<sup>118</sup> Some of those who are self-employed have taken advantage of opportunities that have been presented through social housing. In City Deep, JOSHCO has helped tenants establish a cleaning cooperative which is responsible for cleaning communal areas of the social housing project. Here, the tenants are not employed by the social housing project, but by the cooperative. In Valley View and Lakehaven, tenants, despite not being allowed, were running tuck shops out of their units and using the income to pay their rent.<sup>119</sup> Interestingly some tenants with private vehicles use their vehicles to operate lift clubs for children at the social housing project. Parents at the social housing project were the target market as they needed to get their children to and from school safely. By living in social housing some tenants have seen a business opportunity and provided a service that might not have otherwise been fulfilled. These provide some examples of how tenants can gain employment through social housing or become self-employed.

Finally, housing management at Avoca Hills, Valley View and City Deep reported that beyond the hiring of tenants, they only use service providers who are from the same ward. The housing supervisor at Avoca Hills reported that they keep a database of SMEs in the area and regularly use them for large maintenance jobs such as painting, tiling or plumbing. Similarly, JOSHCO the company responsible for City Deep and Roodepoort, are reported to spend 30% of their R46 000 000 capex on SMME empowerment by creating labour intensive jobs through the Expanded Public Works Programme and SMME packages.<sup>120</sup> By using local suppliers social housing is also supporting local businesses, their employees and the local economy.

### *External employment opportunities*

*To live in social housing, there must be at least one person in the household who is permanently employed, resulting in a 77% employment rate among adults. Although 22% of adults have become employed since moving to a social housing project, there is not sufficient evidence to conclude that this is due to social housing.*

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<sup>118</sup> Genesis Analytics. 2019. Tenant Survey Data.

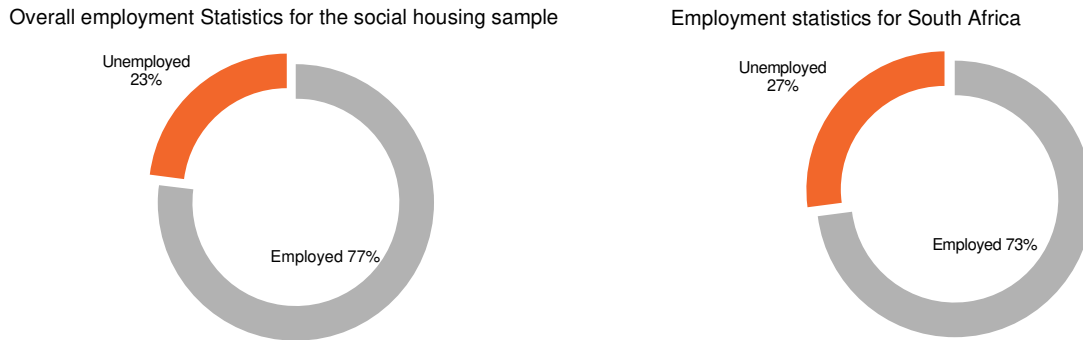
<sup>119</sup> Genesis Analytics. 2019. SHP FGD Data and Site Observation.

<sup>120</sup>JOSHCO. 2018/19. Midyear report for the 2018/19 financial year. Available: [http://www.joshco.co.za/annual\\_reports/midyear.report.1819.pdf](http://www.joshco.co.za/annual_reports/midyear.report.1819.pdf)



The unemployment rate in social housing was calculated to be at 23%, which is marginally less than of the South African unemployment rate, which is 27.1%.<sup>121</sup>

**Figure 16: Comparison of employment statistics**



Source: Tenant survey data and StatsSA

Within the sample of households there are 2 134 adults that are employed. There are only two households where it was reported that no one was employed, indicating that the leaseholder had recently lost their job. The majority (54%) of those who are employed are found to be the only person employed in their household.<sup>122</sup> Disaggregating this by employment type, 96% of tenants are permanently employed, 20% of temporarily employed and 7% are self-employed. These number do not add up to 100% as tenants reported having multiple jobs, for example a tenant might be temporarily employed at a company but also have their own business resulting in them being self-employed.

#### Employment by gender



Disaggregating employment by gender we find that 61.25% of the economically active females are employed and 79% of the economically active males are employed<sup>123</sup>. Comparing these labour force participation rates to national averages we find that employment rates in social housing exceed the national averages for women (which was estimated to be 47.85% in 2017) and for men (which was estimated to be 62.04% in 2017).<sup>124</sup> A high employment numbers are to be expected because you must be formally employed to qualify for social housing.

However, since moving into social housing there has been a 22% increase in the number of adults in a household employed when compared when they lived in their previous residences.<sup>125</sup> Tenants and housing managers from Lakehaven, Tau Village, and BG Alexander confirmed this by reporting that there were work opportunities close by the social housing project and that they knew of tenants who had been employed by local businesses. However, this is not the case at all social housing projects, Valley View, Scottsdene, Belhar and are not surrounded by many businesses and therefore the employment opportunities are limited. City Deep is an industrial area, however, the skills that are needed by these companies might not match the skill set of the tenants, therefore tenants would still need to look outside of city deep for employment opportunities.

<sup>121</sup> StatsSA. Available: <http://www.statssa.gov.za>

<sup>122</sup> StatsSA. Available: <http://www.statssa.gov.za>

<sup>123</sup> Economically active refers to those between the ages of 15 and 65.

<sup>124</sup> The World Bank. Available: <http://datatopics.worldbank.org/gender/country/south-africa>

<sup>125</sup> Genesis Analytics. 2019. Tenant Survey Data.

Furthermore, it is not enough to simply be close to economic opportunities, but these opportunities must match the skill set required by businesses. In previous sections we have also indicated that not all social housing projects are not built near public transport routes making it difficult and costly for tenants to get to work and for tenants to look for work. Therefore, the evidence that social housing contributes to increases in employment is not infallible.

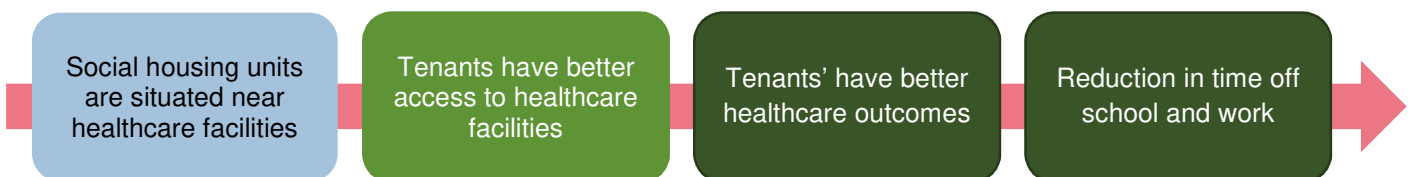
### **Assessment of the results chain**

As established in previous sections, not all social housing projects are located near public transport routes thus making it costly for tenants to (i) get to work and (ii) to find work. Without access to regular transport tenants are limited in their employment opportunities to what is close to the social housing project, social housing that is located in suburban areas limits employment opportunities further because there little to no opportunities available, and therefore, there is little evidence that the ToC holds.

Anecdotally and we find that social housing presents tenants with some opportunities for self-employment, apart from the opportunities present in social housing 7% of tenants reported to be self-employed. This small percentage of the sample indicates that this result has partially been achieved.

### **11.3.4. Health**

In the ToC the 'health impact pathway is represented along the following results chain:



*Tenants have greater access to healthcare facilities because (i) the social housing projects are located near healthcare facilities and (ii) some social housing projects have health focused community development programmes. The majority of tenants report to be in good health and miss minimal amounts of school and work.*

On average tenants are located 2,71 km from a healthcare facility, providing tenants with close access.<sup>126</sup> This finding was supported by the survey data where 62% of tenants reported that there was a healthcare facility less than 5km away from where they lived.<sup>127</sup> Assessing the tenants' healthcare usage is difficult as healthcare is not an amenity that tenants would use frequently unless they have need to. However, in terms of health outcomes, during the time of the survey, 92% of leaseholder reported that were in excellent, very good or good health. It is important to note that 52% of tenants moved from already improved brick structures and 27% moved from a flat, and therefore, it is unlikely that the data will demonstrate significant changes in tenants' health outcomes in the medium term.

If tenants have better health outcomes, then they are likely to spend more time at work and school and less days off due to illness. The data show that learners in social housing missed an average 1.98 days of school a year and employed tenants missed an average 2.48 days of work in the last six months. Less time off work allows tenants to be more productive at both school and at work. It is not possible to determine whether this is

<sup>126</sup> Lightstone Property data

<sup>127</sup> Genesis Analytics. 2019. Tenant Survey Data.

a result of the social housing; however, since the health of tenants was already likely to be reasonably high, the evidence for contribution of social housing is limited.

Community development programmes also play a role in providing tenants access to health care facilities, see **Box 9** below for an example.

**Box 9: Example of healthcare community development programme**

Mature tenants and children in Belhar and Lakehaven reported to benefit from the healthcare community development programme where a nurse came to the social housing project once a week to test tenants blood pressure, sugar levels and give children their vaccinations. At these social housing projects tenants have access to healthcare services free of charge, and could weekly monitor their health, and get advice about how any life-style changes that they would need to make to live a better life.

Social housing projects also have social worker visits, where familial issues such as domestic violence, substance abuse, or sick family members can be addressed. A social worker is available at Belhar and Scottsdene and is made available through Madulammho's partner Metro Evangelical Services (MES). Housing management reported that the social workers were not widely used because of the stigma attached to using them.<sup>128</sup> However, in Belhar, housing management reported that the social worker had helped a tenant get help for his substance abuse. Demonstrating that even though they are not widely used they have the potential to positively affect tenants' lives.

Substance abuse was raised as a concern in more than one social housing project, it is reported that the main problem has been due to the changes in the laws around marijuana. Housing management reported that many tenants are now openly using the substance which they feel is then leading them to use other hard drugs.<sup>129</sup> Management feels that because there is no legal clarity around its use, they cannot stop the tenants from using it, but they are worried about the negative ramifications it might have for tenants. Management also reported that they do not screen for smokers when tenants apply for social housing. They noted that tenants are free to smoke in their units should they wish to. However, management were concerned where tenants were smoking in communal areas, such as passages ways as it negatively affects the other tenants who live in the same in social housing project.<sup>130</sup>

At both Belhar and Scottsdene MES and KFC provide households with food parcels for a maximum of six months. To qualify for these parcels, you must be unemployed and have dependents. The purpose of these parcels in to ensure that your family has access to food while you are unemployed and looking for work. Housing management said that these are highly beneficial for the tenants who receive them, as they do not have to spend money on food and can use that money for other purposes such as rent and getting transport to look for work.<sup>131</sup>

Another point to note on health is that for tenants to qualify for social housing they must be employed and therefore tenants have may have already had a medical aid or hospital plan as one of their employment benefits.

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<sup>128</sup> Genesis Analytics. 2019. KII.

<sup>129</sup> Ibid.

<sup>130</sup> Ibid.

<sup>131</sup> Ibid.

**Assessment of the results chain**

On average social housing is located near various healthcare facilities, proximity to these healthcare facilities and the health focused community development programmes have provided tenants with better access to healthcare. Thus, confirming the first half of the results chain.

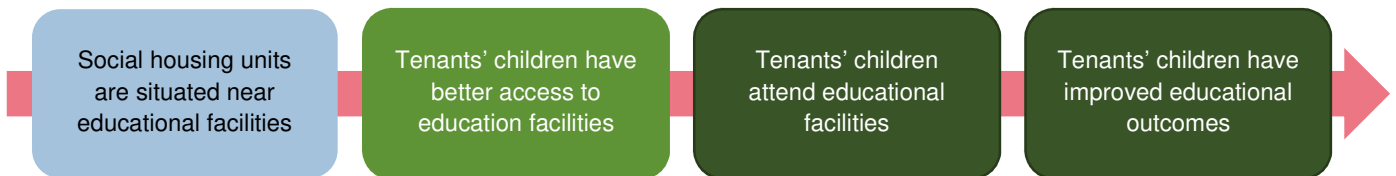
Measuring social housing’s contribution to tenants’ healthcare outcomes is difficult, we do not have sufficient evidence to conclusively state that it improves healthcare outcomes. This is further compounded by tenants having moved from formal residences that are unlikely to have had a negative effect on their health.

The majority of tenants report that their health is good and they spend little time missing work or school; however, evidence for the contribution of social housing to this result is limited.

**11.3.5. Education**

*Tenants have reported an improvement in their children’s’ grades, this is due to tenants having access to better schools, and potentially better living environments which promote the privacy needed for studying.*

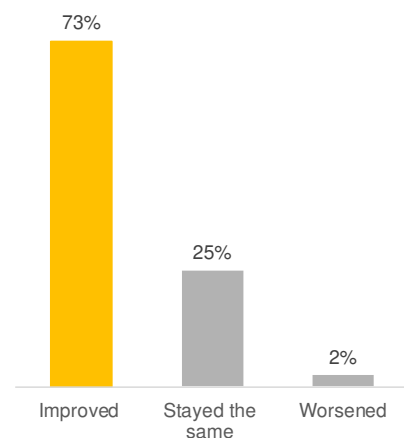
In the ToC the ‘education’ impact pathway is represented along the following results chain:



From the sample, 51% of households reported having children in various educational institutions ranging from early childhood development centres all the way to tertiary education.<sup>132</sup> Based on the Lightstone™ property data, primary schools can be found an average of one km away, secondary schools an average of 0.4 km away and tertiary institutions an average of 2km away.<sup>133</sup> Therefore, on average most education facilities can be found within walking distance of a social housing project, indicating that social housing is situated near educational facilities and therefore tenants have better access to them.

The majority (73%) of parents report that for children who have started at a new school since moving to social housing, their grades have improved. This could be a function of several factors, qualitatively some parents reported that they perceived the schools in the area to be good schools, with good school facilities and teaching staff. This was supported by the quantitative data where 68% of tenants reported that their children now go to schools that have better facilities. Improvements in a child’s home life also is likely to positively affect their grades. It is documented in the literature review, that decreased household size provides learners with increased amounts of privacy that enables to do their homework in a quiet environment. With household size decreasing from five to

**Overall perceptions of changes in schools grades**  
(n= 162)



<sup>132</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>133</sup> Lightstone property data.

three, children will have more privacy and improved study conditions that can lead to better grades being achieved.

Some tenants reported that their children go to schools near the social housing project; however, from the tenant survey data it was found that children travel an average of 9.7 km to get to school.<sup>134</sup> This indicates that some children are going to schools that are close to the social housing project, while others are not. Although there are schools available close to the social housing projects, some parents are opting to send their children further away. This indicates that they have a preference for the types of school they want their children to go and having access to more than one school has allowed parents to choose which school they want for their children. This may also explain the need for private transport to take children to and from school each day. The tenant survey data indicates that 21% of children walk to school while the rest use some form of motorised transport. Indicating that those 21% go to schools near the social housing project while the rest go schools further away.

On average, children in social housing have missed 2.39 days of school within the last year. Considering that the average school year is 197 days<sup>135</sup>, children in social housing are only missing 1.2% of the school year. By missing only a few days in the classroom children as exposed to most of the curriculum, have more time with their teachers and spend more time learning. All factors that can lead to the improvement of children's educational outcomes.

Another driving force behind the improvement of grades is that at some social housing projects children have access to after-school homework programmes. As part of the community development strategy, there are programmes run in the social housing projects by volunteers who supervise homework sessions with the children. Belhar reported that it had an aftercare programme in the hall where children can go to do their homework, there is great demand from the parents for the programme to be run every day, but housing management reported that it does not have sufficient volunteers to do so. Valley View reported having a similar programme that was run by UNISA students; however, the programme had stopped due to funding constraints. At other social housing projects, such as City Deep and Avoca Hills, it was reported that there was a need for a creche on the premises. At Avoca Hills, the establishment of the creche is part of the social housing projects future plans, whereas at City Deep housing management promised a creche but never delivered. Educational community development programmes are in high demand by tenants as they view these types of programmes as being beneficial for their children and themselves.

### ***Assessment of results chain***

On average social housing is located near various educational facilities, proximity to these educational facilities have provided tenants with better access to education. Thus, confirming the first half of the results chain.

However, the third result could not be confirmed because on average it was found that learners travel 9,7km to their educational facilities indicating that they are not attending the facilities close to the SHP. This is not negative, as it indicates that parents in social housing have a choice of the different educational facilities that they can send their children to.

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<sup>134</sup> Genesis Analytics. 2019. Tenant Survey Data.

<sup>135</sup> South African education. Available: <https://south-africa-williams.weebly.com/length-of-a-school-dayyear.html>

It was found that tenants claim that their children have experienced improved educational outcomes since moving to a new school after moving into social housing. It is found that a driving factor for this is that learners are attending schools with better facilities.

## 11.4. Neighbourhood outcomes

Neighbourhood outcomes are divided into two focus areas, the first examines that extent to which the presence of social housing attracts private investment into the area spurring urban regeneration; and the second is that through social housing the area becomes more diverse in terms of income levels and racial integration.



### 11.4.1. Urban regeneration

*For economic restructuring and urban regeneration to take place, social housing must be complemented by coordinated public and private investment*

In some cases, social housing is built in an area where there are already plans to develop the infrastructure and in other cases the social housing has spurred the creation of some small businesses and private sector investment, examples of the following are provided below:

**Inner-city projects:** Inner city projects – BG Alexander, Tau Village and Thembelihle – contributed to some form of urban regeneration as they are located in areas where government had *existing* plans for infrastructure development and transport infrastructure development (Rea Vaya in the case of BG Alexander). This was followed by private sector development as new shopping malls were built and the proliferation of small businesses. However, these investments did not happen because of social housing but happened to happen at the times at which social housing was introduced into the area.

**Inner suburban and outer suburban projects:** Valley View and Lakehaven have contributed minimally to urban regeneration. However, these projects have contributed to the densification of urban areas and small business development. The development of the other projects in this category, Belhar and Scottsdene, have contributed to private sector housing development, led by Calgro, public sector housing development (BNG and FLISP (Finance Linked Individual Subsidy Programme) housing) as well as small business development. The contribution of these projects to urban regeneration would have been strengthened by increased investment from the private sector and the development of transport infrastructure.

Social housing was also noted to spur some increased levels of economic activity in the area, the introduction of new households has given rise to small business such as stand-alone tuck-shops and creches and provided a larger consumer bases for local businesses to sell their goods and services to. The most common occurrence was the establishment of small standalone shops that operate just outside of the social housing project. In Scottsdene, the owner stated that he saw an opportunity to provide basic grocery items to a large number of tenants who did not have a shop nearby. In Belhar, three small informal shops had been established on the

road opposite the social housing project; the one owner was a tenant who had lost her job and needed a source of income to help her husband pay the rent, and another takeaway business had moved their business to Belhar because the social housing project provided a larger customer base to whom they could sell to.

The development of social housing brings numerous households into a given area and therefore increases the market size for businesses in the area. We observed that there are existing businesses that have benefited from the increased number of people, as well as new businesses that have been established to provide goods and services to the new tenants. On average households in social housing spend an average of R2 407 every month on goods and services in the area (within a 5km radius), contributing towards the growth of the local economy.<sup>136</sup> Disaggregating this by spending category it was found that households spend an average of R1 092.09 on food, R282.74 on non-food items and R1 027.45 on transport.

#### **11.4.2. Spatial Restructuring**

Within the results chain it is assumed that social housing will have positive impact on the surrounding property prices. This is because social housing acts as signal of investment into a given area. Examining the property data dashboard below, we find that there is no discernible trend in property prices and therefore is no observable impact of property prices.

In most cases the housing prices did not fluctuate rapidly after the construction and tenancing of the social housing project, indicating that the construction of social housing project was neither seen as positive or negative development in the area that would change investment behaviour. Therefore, there is not sufficient evidence to suggest that social housing has strongly contributed the changes in property prices, or we do not find sufficient evidence to show that the presence of social housing in a given area has been a sufficient catalyst for attracting large-scale private investment to the area.

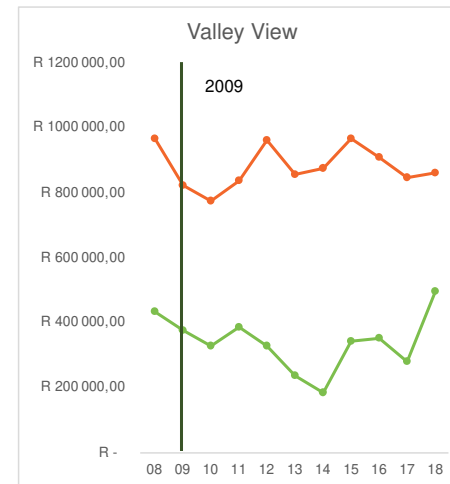
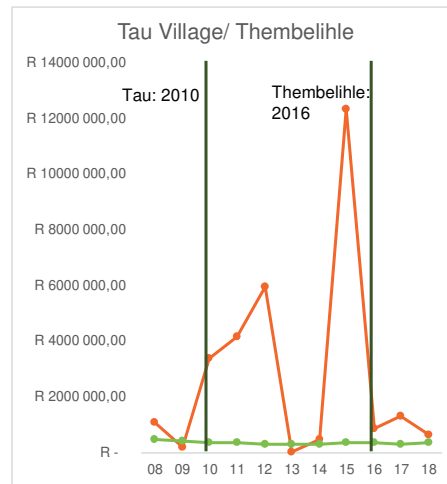
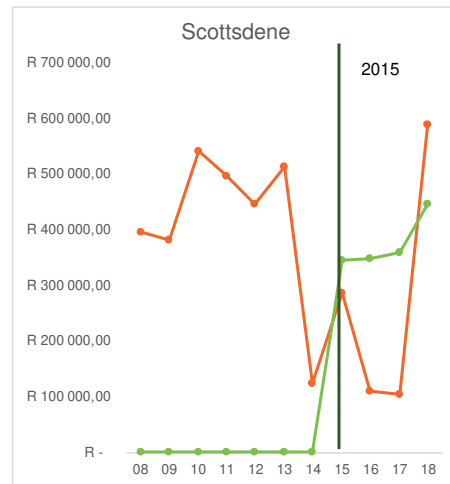
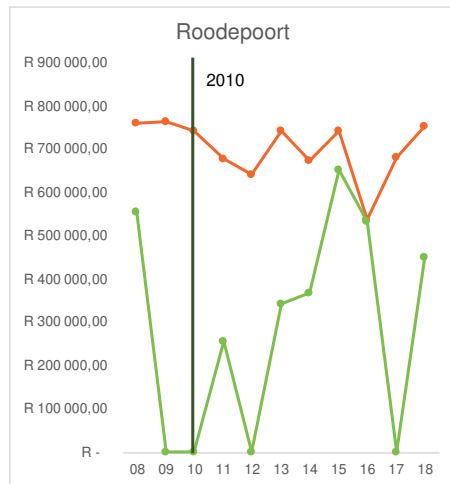
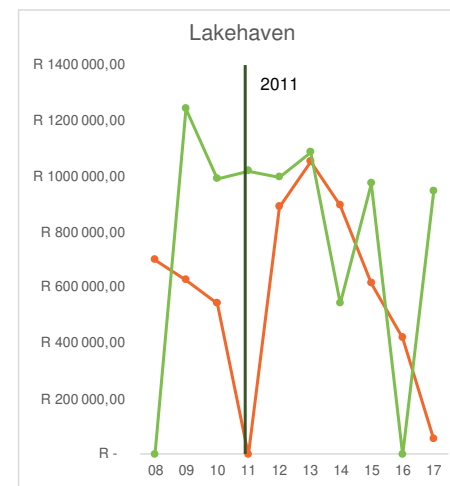
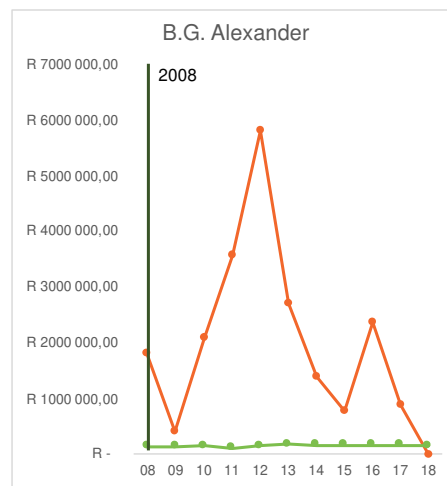
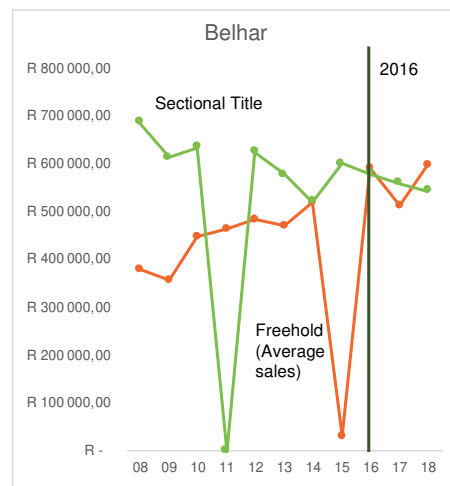
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<sup>136</sup> Genesis Analytics. 2019. Tenant survey data.



# PROPERTY DATA DASHBOARD<sup>137</sup>

—●— Freehold average sales  
—●— Sectional Title average sales



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<sup>137</sup> City Deep has been excluded because it is an industrial area and no residential sales have been recorded.

### 11.4.3. Community Integration

From the case studies it is found that the social housing projects contained a large number of tenants who had moved from close by or from within the same suburbs as the social housing projects, and therefore were familiar with the area and already integrated into the community. Tenants who had moved from further away areas into social housing had mixed views on integrating into the community, one tenant reported that she only views her unit as a place to stay while others reported that they integrated well into the community and found people very friendly and welcoming.

#### Box 10: Community integration at Lakehaven

At Lakehaven the community development manager reported that tenants are involved in the community police forum and a 'war-room' forum in which the local government convenes to listen to the needs of the community. By participating in these forums, tenants become aware of issues beyond that of the social housing project and integrate within the community.

At some social housing projects, such as Lakehaven and Valley View, the housing management had made a conscious effort to integrate the tenants within the community through different forums. In doing so tenants are immersed in issues that affect the community and help to come up with solutions.

#### **Assessment of results chain**

Tenants are spending in the areas around the social housing projects, which will lead to improvements in the local economy; however, beyond these direct increases in local aggregate expenditure the impacts of social housing on the neighbourhoods of the case studies is limited. Social housing projects have encouraged some investment by public and private sector actors in transport infrastructure, housing and the development of amenities. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing.

Additionally, we find that social housing is a contributor to social restructuring, particularly at a neighbourhood level by ensuring a racial tenant mix. With the exception of a few cases the social housing projects have integrated individuals of different races, and in some cases, brought previously disadvantaged individuals into historically White neighbourhoods.

## 11.5. Sector outcomes

Housing policy in South Africa has not sufficiently addressed the high levels of demand for housing. The demand for affordable housing is even more acute. The high levels of demand for social housing are reflected in the low average vacancy rates and long waiting lists for occupation in social housing projects. The drivers of this high demand include high levels of migration to urban areas, inability of individuals to access or qualify for subsidised owned housing for low to middle income households and few opportunities for gap housing.<sup>138</sup>

A well-functioning housing sector has a mixture of ownership and rental housing models and provides subsidised owned accommodation to relieve pressure on subsidised rental accommodation, including social housing. Additionally, the subsidy support framework across different housing instruments is incoherent and uncoordinated. Lastly, the involvement of the private sector is critical to a well-functioning housing sector. The

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<sup>138</sup>City Deep has been excluded because it is an industrial area and no residential sales have been recorded.

social housing policy aims to facilitate private sector investment in social housing through the establishment of private public partnerships. The study found that this took place to a larger extent in 2018 and is expected to take place increasingly in the coming years.

## 12. Conclusion

This study conducts a critical analysis of the causal chains in the ToC for social housing and comments on whether the social housing programme contribution to tenant, spatial, economic and social outcomes. We use a bottom up approach to establish contribution by reviewing the policy and implementation, delivery of social housing, access for tenants, outcomes experienced by tenants and the surrounding communities, and the contribution to the sector.

The contribution of social housing to spatial restructuring depends on the locations of the social housing projects. Projects that are located in the inner city have contributed to spatial restructuring by providing previously disadvantaged individuals with access to a wide range of amenities and employment opportunities. SHIs have been successful in targeting low- to medium- income households; however, the high operating costs have made it increasingly difficult for SHIs to charge affordable rentals to households in the primary target market. As a result, low-income households may eventually be priced out of social housing. The financial sustainability of SHIs is also under threat due to marginal project viability and net operating deficits on subsidised units. SHIs are struggling to grow their portfolio to *optimal* numbers and the subsidy has stagnated which further exposes them to the risk of becoming financially unsustainable. A consequence of this is that projects are not well maintained, which puts them at risk of degradation in the long-term and can potentially limited the benefits to tenants.

Nevertheless, there is substantial evidence supporting improvements in access to amenities and economic opportunities for tenants. This has translated to improved feelings of security and perceptions of educational opportunities for children. However, it must be noted that social housing cannot provide a panacea for all social and economic difficulties and issues and in some instances the contribution of the social housing to certain outcomes, such as health, employment and income will be limited in the short run. That being said, there is potential for long-run changes to occur in these, and potentially even intergenerational impact resulting from social housing. Thus, this study and its data should be viewed as the start of a longitudinal study and follow up data collection activities should take place.

In terms of social housing's contribution to neighbourhood development, the evidence shows that tenants are spending in the areas around the social housing projects, which will lead to improvements in the local economy; however, beyond these direct increases in local aggregate expenditure the impacts of social housing on the neighbourhoods of the case studies is limited. Social housing projects have encouraged some investment by public and private sector actors in transport infrastructure, housing and the development of amenities. However, given the limited scale of social housing, it is difficult to attribute investment in an area directly to social housing. Additionally, the housing projects have, in some instances, contributed to an increase in social integration; however, in other instances the demographics, particularly racial makeup of the housing projects mirror that of the areas they are placed. Finally, the findings of this study find that the SHP has not yet reached a scale that can significantly contribute to the housing sector change.

Social housing can play a vital role in improving peoples' lives and uplift communities; however, they are not the remedy to all issues facing the country and their impact may take decades to materialise. Furthermore, without a scalable approach to delivering social housing, the impact it can have on national spatial, economic and social impact will be limited.

## 13. Recommendations

### 13.1. Policy

- **The development of social housing should be closely linked to urban regeneration.** Current policy only examines whether or not a site is in a restructuring zone. Going forward there should be a closer link to municipal development plans. Greater integration is needed between the municipalities and the SHRA to ensure that social housing compliments urban regeneration. To achieve this, a coordinated effort is needed between public and private investments to ensure that a selected area is well developed and caters to the needs of those who live and do business in it. This will ensure that, in both the short and long term, social housing projects are well located, with easy access to amenities such as education facilities, healthcare centres and transport hubs, while also generating greater impact on the urban environment.
- **Social housing organisations should be charged concessionary commercial rates and taxes.** When it comes to rates and taxes there is no consistency between municipalities, some SHIs are charged commercial rates and taxes while others charged NPO rates and taxes. The burden of this cost affects the financial viability of the SHIs. Going forward the SHRA should negotiate with municipalities to ensure that all SHIs are charged concessionary rates.

### 13.2. Delivery Model

- **Rental amounts should be indexed to tenants' income bands.** Low- to middle- income tenants do not necessarily earn a consistent amount, instead their income fluctuates according to their personal circumstances (for example if they lose their job, get a promotion or become pensioners). A system should be in place to regularly check tenants' incomes and adjust the rental amounts accordingly. This will ensure that low-income individuals are not priced out of social housing.
- **Greater links to other affordable housing options should be generated.** This study found that some social housing tenants did not match the intended target audience, for example, tenants wanted to own their units, this resulted in tenants staying in social housing for extended periods of time. Affordable housing in South Africa is catered for through various subsidised housing models (such as BNG as FLISP), more advocacy is needed around these options to ensure that the right target audience is matched to right housing model or that individuals can graduate through the system.
- **There should be a set of service provider guidelines that inform the security measures added to social housing projects.** There are a variety of security measures that can be included in social housing projects, a guideline should be developed to inform these additions. To be included within this guideline are operating standards to deal with various security threats, this will to ensure consistency across SHPs. The security guideline should complement the security strategy that is being developed.

### 13.3. Tenanting

- **To ensure financial sustainability of the SHIs, there should be a mix of low-, middle- and high-income tenants.** By adopting this approach, diversity among the income groups is generated which allows for cross-subsidisation to occur within social housing and enables a higher income to be generated for the SHP.
- **Alternative tenure options should be available to tenants,** for example tenants that go above the income band should be allowed to stay in social housing for a defined period so that they can save up the necessary capital needed to buy their own homes.

#### 13.4. Community Development Programmes

- **Community development programmes should partner with existing community organisations.** CDP can benefit more than the tenants and can stand to benefit the broader community. As such, SHPs should leverage off existing community initiatives as this will benefit tenants as well integrate them into the community.

#### 13.5. Longitudinal Study

- **The impact of social housing should be studied longitudinally.** The same tenants survey that was used in this study should be used again with the same cohort of tenants. This will generate further data on the tenants, measuring the changes that happen in their lives (in terms of changes in income, household employment levels and household numbers) as well as whether how long they have stayed in social housing or the reasons for them transitioning out of social housing.

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## ■ APPENDIX 2: RESEARCH TOOLS

### ■ KII GUIDES

#### Tenant Associations

##### Introduction

Good day, my name is \_\_\_\_\_, I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of this evaluation, we are seeking feedback from tenant associations on the impact social housing has had on the tenants. You were identified as a key participant for this interview because of your role within the tenant association.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. All responses will be kept strictly confidential and will be anonymised in the report.

Do you consent to be interviewed for the purposes of this study?

##### Social housing

1. Please can you introduce yourself. What is your role within Tenant association?
2. What is the purpose of tenant association?

##### Integration

3. How do the tenants interact with the community?
4. How has the presence of social housing impacted on the local area?

##### Investment (public and private)

5. What investment have you seen in the area since the social housing complex was established?

Probes

- a. Public transport (buses and bus stops, taxi and taxi ranks)
- b. Business hubs
- c. Petrol stations, small stand-alone shops or shopping centres
- d. Buildings being renovated/ land being developed

##### Improved Basic Services (triangulation)

6. How many power / water outages have there been in the last month?
  - Where these planned or unplanned?
7. Does refuse removal always happen on time?

- Have you been impacted by service delivery protests which have interrupted this service in the last month?

### **Property Management**

8. How long does it take management to resolve your complaints about the building?
9. How much interaction do you have with the SHI/ Property Management

### **Close out**

10. Is there anything else you would like to tell me about your SHI and its housing projects?

# Social Housing Institution (SHI)

## Introduction

Good day, my name is [REDACTED], I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of this evaluation, we are seeking feedback from Social Housing Institutions (SHIs) on the impact social housing has had on the surrounding community. You were identified as a key participant for this interview because of your role in the SHI.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. All responses will be kept strictly confidential and will be anonymised in the report.

Do you consent to be interviewed for the purposes of this study?

## Social housing

1. Please can you introduce yourself by telling us about your role within the SHI?
2. What type of SHI do you work for?
  - An umbrella-organisation which provides management services to smaller tenant organisations?
  - A SHI which develops, owns and manages their own rental stock?
  - A SHI established by tenant groups or association that appoints an SHI to manage the housing project while they remain collective owners?
3. What feasibility measure does the SHI undertake before establishing a social housing project?
  - How many developments do you have?
  - Which are Greenfields vs refurbishments
  - What do you take into consideration when deciding on a new site for the establishment of an SHP?
  - Have you received grant or subsidy funding to establish you SHIs?
4. Does your SHI offer community development programme?
  - What is the rationale behind providing these programmes?
  - What type of programmes are these?
  - Are they well attended by tenants?
  - What are the outcomes of these?
5. Can you afford to maintain the SHP?

## Tenancing

6. How do you advertise to potential tenants?
7. Please walk us through how you select tenants?
  - Do you consider factors such as their race, income bands, gender when selecting them?
  - Are there any other factors that are considered when selecting tenants? (such as smoker vs non-smoker)
  - How long is the application process from start to finish?
8. Do tenants pay their rent and utilities on time? If not, what issues do you experience?

9. On average how long do tenants stay in social housing for?
- How much notice does a tenant have to give before they move out of social housing
  - Why do people leave social housing?
10. How long does it take you on average to resolve a tenant's issue?

#### Access to utilities

11. How many water / electricity outages have there been in the past month?
- Where these planned or unplanned outages?
12. Does the refuse removal happen on time each week?
- Have you been impacted by service delivery protest which interrupt your service in the last month?

#### Investment (Private and Public)

13. What investment have you seen in the area since the social housing complex was established?

Probes

- a. Public transport (buses and bus stops, taxi and taxi ranks)
- b. Business hubs
- c. Petrol stations, small stand-alone shops or shopping centres
- d. Buildings being renovated/ land being developed
- e. Increase in the availability of properties development in the area
- f. What private investment have you seen vs public

#### Employment opportunities

14. What employment opportunities are created by the SHI?
- Are these in the local communities?
  - Are these available to tenants?
  - Do tenant acquire any benefits by working for the SHI?

#### Close out

15. Is there anything else you would like to tell me about your SHI and its housing projects?

# Municipal Management

## Introduction

Good day, my name is \_\_\_\_\_, I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing

As part of this evaluation, the Genesis team is seeking feedback from municipal management on the impact social housing has had on the community and city. You were identified as a key participant for this interview because of your in the municipality.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. All responses will be kept strictly confidential and will be anonymised in the report.

Do you consent to be interviewed for the purposes of this study?

1. Please can you introduce yourself by telling us about your role within the municipal management?

## Social housing

2. How many social housing establishments are there in your municipality?
  - Is there a maximum number of social housing projects that are allowed in your area? If yes, why?
3. How has the municipality contributed to the area that the SHI has been located in?
  - Does the municipality have any future plans for the area?

## Integration

4. Has the demographic profile of the community changed since the establishment of the social housing project?
  - Please comment on what has changed:
  - Are there more people of a different race, income level, gender and people with disabilities who now have access to the area?
  - Do you think that demographic profile area changed because of the presence of social housing or was there another factor that contributed to this change?

## Access to utilities

5. How many water / electricity outages have there been in the past month?
  - Where these planned or unplanned outages and what were the causes of these?
6. Does the refuse removal happen on time each week?

## Investment (Private and Public)

7. How have you had to respond to the establishment of social housing projects?
8. How has the local economy changed since the establishment of the social housing project?

## Increase of local budgets

9. How do social housing projects impact on the municipality's finances?
10. Do the social housing projects pay rates and taxes on time?

**Close out**

11. Is there anything else you would like to tell me about social housing projects?



# Private Sector Investors

## Introduction

Good day, my name is \_\_\_\_\_, I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of the research for this study, we are seeking feedback from private sector organisations about their role in urban regeneration and the economic development of cities.

Participation is entirely voluntary and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. This interview will feed into the development of the case studies. Should you wish to report anything anonymously, this will be anonymised in the general findings and excluded from the case study.

Do you consent to be interviewed for the purposes of this study?

1. Please introduce yourself and tell us about your role in {name of institution}.
2. What is your company's core business?
  - Financier/Investment;
  - Property Management;
  - Property Developer

## City Outcomes:

3. What is the nature of your investment in {name of area social housing project is located}?
  - Financial only
  - Management of the property
  - Building or refurbishment of the property
  - Entrepreneurship programmes
  - Business hubs
  - Retail zone
4. When did your company first invest in the area?
  - To establish timing in relation to SH completion date, to understand if the SH may have contributed to the decision to invest in the area.
5. What was the motivation for investing in this area?

If **before** completion of SH

- City Improvement District (CID);
- Influx of new residents;
- Business hub;
- Retail hub;
- Government incentive;
- Identified area as an emerging local economy

If **after** completion of SH

- Improvement in infrastructure;
- Increasing property prices;
- New and growing rental market

## General Perceptions of Social Housing

6. Are you familiar with the {name of social housing project}.

If the investor entered **after** the SH

- Has this project had any influence over your company's decision to invest in this area. Please advise why?

If the investor invested in the area before the SH

- Has there been any an increase in investment post the establishment of this project? Please describe / elaborate?

### Tenant Outcomes

7. Has there been a change in the quality of service delivery in the area since {year social housing project was completed | if before investor entered then ask since they entered}?

- Can you elaborate on which services you've seen a change in?
- What do you think these changes are a result of?
  - The SH in the area
  - The area is a CID
  - Your company's investment in the area
  - Municipal plans and improved effectiveness/efficiency thereof
  - Urban regeneration and related private sector investment
- Ascertain the types of improvements;
- Reasons for the improvement – to determine if linked to SH or CID or general urban regeneration (gentrification) of the area

8. Have you observed any changes in transport facilities in the area? If so, please elaborate.

- Introduction of new transport hub, routes, mechanisms(train/bus/taxi) that was not previously available in the area.

9. Have you observed any changes in crime in the area? If so, please elaborate

10. Is there anything else you would like to tell us about your view on social housing projects and how they impact on your business?

# Department of Human Settlements

## Introduction

Good day, my name is \_\_\_\_\_, I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of the research for this study, the Genesis team is seeking feedback from the Department of Human Settlement about their role in urban regeneration and the economic development of cities.

Participation is entirely voluntary and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. This interview will feed into the development of the case studies. Should you wish to report anything anonymously, this will be anonymised in the general findings and excluded from the case study.

Do you consent to be interviewed for the purposes of this study?

1. Please introduce yourself and tell us about your role in the Department
2. What is your involvement in/oversight function with the Social Housing Programme (SHP)?
  - Determine the individual's level of interaction with the SHP, i.e. Implementation of policy, oversight, developing policy, managing SHRA
3. To what extent have you been involved in the monitoring and/evaluation of the SHP?
  - What is the individual's role within the DHS in relation to oversight of the SHP?
  - Does the individual actively engage with SHP reports?
  - Does the individual engage directly with the management of the SHP i.e. SHRA?

## City Outcomes

4. What do you understand the objectives of the SHP to be?
  - Spatial, economic and social restructuring (and related indicators).
  - Establishing a sustainable pool of social housing for low-middle income earners.
  - Determine whether the individual's understanding thereof is consistent with the policy and objectives as articulated by SHRA.
5. Please can you describe the housing needs of the SH target market (upper end of low-income market earning between R1500 and R15000)?
6. Do you think these objectives are relevant in the context of South Africa's current housing needs?
  - Are the SHP qualifying criteria relevant, i.e. income bands? This links to the DPME M&E report which stated that income bands for qualifying tenants needed to be indexed.
  - Is the target market relevant – as it relates to race and gender.
  - Is the SHRA's capital and institution investment strategy relevant?
7. What you understand to be the role of the SHRA?
  - Ensuring common understanding of role, is important for assessing performance of SHRA and the SHP.
  - How does the national policy support SHRA's objectives?
  - How do national, provincial and municipal policy align?
8. What is your assessment of SHRA's role in fulfilling its mandate?

- Effectiveness of the implementing entity
- Accreditation of SHIs
- Tenant mix meet policy objectives
- Well located social housing unit
- Viable projects delivered
- Investment plan/project pipeline

9. How does the Department of Human Settlements assess performance on the SHP?

- Links to oversight function that the DHS performs
- Reports
- Independent audits
- Municipal reports

10. What does the department view as success within the context of the SHP?

- Spatial transformation of cities,
- Local economic development
- Sustainable housing for target population
- Improved quality of life for Social Housing occupants (changed employment status, transport time and cost, education and health access, personal safety at home)

# Social Housing Regulatory Authority (SHRA)

## Introduction

Good day, my name is \_\_\_\_\_, I am an evaluator from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of the research for this study, we are seeking feedback from you about SHRA's role in urban regeneration and the economic development of cities.

Participation is entirely voluntary and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time. This interview will feed into the development of the case studies. Should you wish to report anything anonymously, this will be anonymised in the general findings and excluded from the case study.

Do you consent to be interviewed for the purposes of this study?

1. Please introduce yourself and tell us about your role within SHRA?
  - What are your specific responsibilities as it relates to SHIs?
2. What do you understand the objectives of the Social Housing Programme (SHP) to be?
  - Spatial, economic and social restructuring
  - Establishment of sustainable social housing for low-medium income households

## Tenant Outcomes

3. How has the SHP contributed to achieving the tenant mix objectives of the policy?
  - Determine if the individual understands what the tenant mix objectives are. Consistent understanding thereof is important.
  - Changes in demographic profile – race, income, household structure, gender
  - Selection of appropriately located SH facilities
4. How has the SHP contributed to achieving social and economic objectives of the policy?
  - Changes in health, education, transport costs, crime rates
  - Creation of job opportunities
  - Understand how SHRA assesses these objectives and where they source information and what information.
5. How does SHRA ensure SHIs are meeting the needs of tenants?
  - Reflect on the selection criteria that SHRA uses to select a SHI
  - Use of tenant survey or other data sources to determine tenant needs and how then does SHRA evaluate the performance of SHI in relation to this?
6. How have SHIs contributed to tenant satisfaction?
  - Well managed buildings that create a sense of security for tenants
  - Tenants have access to basic facilities, with little interruption to services
  - Facilities have a range of recreational facilities available to tenants

## Community and City Outcomes

7. How has SHRA contributed to sustainable social housing for low-medium income households as part of the broader housing sector
- SHRA's role in establishing financially sustainable SHIs
  - How has SHRA engaged supporting institutions? (National, Provincial and Municipal human settlements departments, NASHO, NHFC)
8. How has the SHP contributed to economic regeneration?
- Have private sector investment levels increased post the establishment of the SH?
  - How have public sector investment levels changed and has SHRA or the SHI play a role in contributing to that change?
  - Have SHI's created employment, either directly or indirectly? (Short term construction employment; direct long-term employment with SHI in neighbourhood; indirect long-term employment).
  - Are the SHIs earning non-residential income from commercial rentals in the area, which links to financial sustainability of the SHI.
  - What changes have there been to rates and service charge payment levels to municipalities?
  - The above responses will have to be evidenced through other data
9. How would you assess SHRA's objective of growing a sustainable portfolio of social housing?
- Financial: Reflect on SHRA's funding structures (mix and quantum); Financial Viability (SHRA Indicators to be interrogated - Cash reserves, IRR, Cost to Income, Debt Service Cover, Liquidity, Solvency)
  - Property Development/ Growth
  - Asset appreciation
  - Sustainable and growing portfolio mix (income, race, gender, unit size, sourcing of occupants)
  - Location & typology (types of buildings, unit typology, brownfields vs greenfields, non-residential facilities and amenities provided)
10. How have other stakeholders contributed to the regeneration of cities?
- Municipalities
  - Private Sector
  - Other government departments (Transports, health, education etc)
11. How would you rate SHRA's effectiveness in relation to?
- Accreditation of SHIs
  - Tenant mix meet policy objectives
  - Well located social housing unit
  - Viable projects delivered
  - Investment plan/project pipeline

## ■ FGD GUIDES

### Tenants FGD

#### Introduction

Good day, my name is \_\_\_\_\_, and this is \_\_\_\_\_. We are evaluators from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of the study, we want to understand more about your experiences living in {name of housing project} and {name of area where project is situated}.

Participation is entirely voluntary, and you are not obliged to contribute to the conversation. You have a right to withdraw at any time. The discussion here today will be kept confidential.

#### FGD RULES:

- I. All phones be put on silence or switched off
- II. Only one person is allowed to speak at a time
- III. There are no right/wrong answers, all participants are encouraged to be as honest as they can
- IV. No participant is superior – participants are encouraged to respect each other's views. No one is allowed to talk over anyone

#### Introduction of the participants

1. Please can you all introduce yourselves by telling us your name and where you lived before you moved into {name of housing project}.

#### Satisfaction

2. What is it that you like about your units?
3. How have your lives changed since moving into {name of housing project} ?
4. What do you not like about the living in the {name of housing project}?
5. What would you like to change about {name of housing project}?

#### Community level

6. How does it feel being part of the {name of area where project is situated} community?
7. How are the services in this neighborhood?

#### Close out

8. Is there anything else you would like to tell us about {name of housing project}?



## Community FGD guide

### Introduction of the evaluation

Good day, my name is \_\_\_\_\_, and this is \_\_\_\_\_. We are evaluators from Genesis Analytics, an economics-based advisory firm. The SHRA has commissioned us to conduct a study on the impact of social housing.

As part of the study, we want to know your views on {name of housing project} and how it affects your community.

Participation is entirely voluntary, and you are not obliged to contribute to the conversation. You have a right to withdraw at any time. The discussion here today will be kept confidential.

### FGD RULES:

- I. All phones be put on silence or switched off
- II. Only one person is allowed to speak at a time
- III. There are no right/wrong answers; all participants are encouraged to be as honest as they can
- IV. No participant is superior – participants are encouraged to respect each other's views. No one is allowed to talk over anyone

### Introduction of participants

1. Please can you all introduce yourselves by telling us your name and how long you have lived in {name of area where project is situated}.

### Impact on communities

2. How has the area changed since the you have lived here?
3. What is it like to live in this community?
4. How has the {name of housing project} contributed to the community?
5. How do people living in the {name of housing project} interact with the rest of the community?
6. What positive changes has the {name of housing project} caused?
7. What challenges has {name of housing project} caused?

### Close out

8. Is the anything else you would like to tell us about {name of housing project} or your community?



## ■ TENTANT SURVEY

Good day. My name is  . I am interviewing residents of {name of social housing project} as part of a research assignment that examines the impact of social housing.

As part of this study we want to find out about the changes you have experience (if any) since moving into social housing. I am contracted by Ikapadata which is working with the Genesis Analytics and the SHRA to collect data for the study.

We are speaking to a sample of residents who live in this social housing project and other social housing projects across the country. The interview will take 45 minutes. Your answers will remain confidential, so nobody will know how you personally replied.

Are you willing to be interviewed?

Name of interviewer \_\_\_\_\_

Please tick social housing project residence of the respondent

- |   |   |
|---|---|
| <input type="checkbox"/> Belhar             | <input type="checkbox"/> City Deep          |
| <input type="checkbox"/> Bothasig Gardens   | <input type="checkbox"/> Tau Village        |
| <input type="checkbox"/> Jabulani           | <input type="checkbox"/> Thembilhle Village |
| <input type="checkbox"/> Roodeport          | <input type="checkbox"/> Avoca Hills        |
| <input type="checkbox"/> Lake Haven Phase I | <input type="checkbox"/> Valley View        |

Housing Outcomes	Indicators	Survey Questions	Possible Responses
Integration	Number of adults residing in the residence	What is the total number of occupants in this unit?	<i>Numeric (whole numbers only)</i>
		<b><i>Asked for each resident</i></b> How old is <b><i>resident #?</i></b>	<i>Numeric (whole numbers only)</i>
		What is the address of where you lived before moving into this unit?	<b><i>House number</i></b> <b><i>Street Name</i></b> <b><i>Suburb</i></b> <b><i>City</i></b>
		How many people lived in your previous residence?	<i>Numeric (whole numbers only)</i>

		<p>What type of residence did you previously live in?</p>	<input type="checkbox"/> House or brick structure on a separate stand or yard <input type="checkbox"/> Traditional dwelling/hut/structure made of traditional material <input type="checkbox"/> Flat in a block of flats <input type="checkbox"/> Town/cluster/semi-detached house (simplex, duplex, triplex) <input type="checkbox"/> House/flat or room in a backyard <input type="checkbox"/> Informal dwelling/shack in a backyard <input type="checkbox"/> Informal dwelling/shack not in a backyard (In an informal settlement) <input type="checkbox"/> Room/flat not in a backyard but on a shared property <input type="checkbox"/> Caravan or tent <input type="checkbox"/> Workers' hostel <input type="checkbox"/> Other (specify)
Race of tenants		<p><i>What race does the lease holder of the household identify as?</i></p>	<input type="checkbox"/> Black <input type="checkbox"/> Coloured <input type="checkbox"/> Indian <input type="checkbox"/> Asian <input type="checkbox"/> White <input type="checkbox"/> Other (specify) <input type="checkbox"/> Prefer not to answer
		<p><b>Asked for each resident</b>  What race does <b><u>resident #</u></b> identify as?</p>	<input type="checkbox"/> Black <input type="checkbox"/> Coloured <input type="checkbox"/> Indian <input type="checkbox"/> Asian <input type="checkbox"/> White <input type="checkbox"/> Other (specify)

			<input type="checkbox"/> Prefer not to answer
	Gender	Which of the following best describes the gender of the head of the household?	<input type="checkbox"/> Female <input type="checkbox"/> Male <input type="checkbox"/> Other (specify) <input type="checkbox"/> Prefer not to answer
		<b>Asked for each resident</b> Which of the following best describes the gender of <b><u>resident #</u></b> ?	<input type="checkbox"/> Female <input type="checkbox"/> Male <input type="checkbox"/> Other (specify) <input type="checkbox"/> Prefer not to answer
		Is this a single parent household?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Integration	Number of people with disabilities residing in the residence	<b>Asked for each resident</b> Does <b><u>resident #</u></b> have any kind of disability?	<input type="checkbox"/> Yes <input type="checkbox"/> No
		<b>Asked for each resident who has a disability</b> What type/s of disability does the person have?	<input type="checkbox"/> Sight (blind/severe visual limitation) <input type="checkbox"/> Hearing (deaf/ profoundly hard of hearing) <input type="checkbox"/> Communication (speech impairment) <input type="checkbox"/> Physical (needs wheelchair/crutches etc) <input type="checkbox"/> Emotional (behavioural/psychological)
	Average household income	How many sources of income does this household have?	<i>Numeric (whole numbers only)</i>
What is the primary source of income in this household?		<input type="checkbox"/> Formal employment (contract) <input type="checkbox"/> Informal employment (no contract) <input type="checkbox"/> Own business <input type="checkbox"/> Social/government grant	

		<input type="checkbox"/> Other
	How has your disposable income changed since moving into social housing ?	<input type="checkbox"/> Increased <input type="checkbox"/> Stayed the same <input type="checkbox"/> Decreased
	<p><b>If the answer to above the question is 'increased' or 'stayed the same' then ask</b></p> <p>What do you spend your additional disposable income on?</p>	<input type="checkbox"/> On my children <input type="checkbox"/> On myself <input type="checkbox"/> On recreational activities <input type="checkbox"/> Other
Home language of tenants	Which language is spoken most often in this household?	<input type="checkbox"/> Afrikaans <input type="checkbox"/> English <input type="checkbox"/> IsiNdebele <input type="checkbox"/> IsiXhosa <input type="checkbox"/> IsiZulu <input type="checkbox"/> Sepedi <input type="checkbox"/> Sesotho <input type="checkbox"/> Setswana <input type="checkbox"/> Sign language <input type="checkbox"/> SiSwati <input type="checkbox"/> Tshivenda <input type="checkbox"/> Xitsonga <input type="checkbox"/> Khoi, Nama and San languages <input type="checkbox"/> Other
Predominant language used in the community to communicate with neighbours	Which language is spoken most often in this complex or social housing project?	<input type="checkbox"/> Afrikaans <input type="checkbox"/> English <input type="checkbox"/> IsiNdebele <input type="checkbox"/> IsiXhosa <input type="checkbox"/> IsiZulu <input type="checkbox"/> Sepedi

			<input type="checkbox"/> Sesotho <input type="checkbox"/> Setswana <input type="checkbox"/> Sign language <input type="checkbox"/> SiSwati <input type="checkbox"/> Tshivenda <input type="checkbox"/> Xitsonga <input type="checkbox"/> Khoi, Nama and San languages <input type="checkbox"/> Other
Education	Average distance to schools	<p>How many people in your household currently attend an educational institution or school? Please note that I will ask you for some details on each person who attends an educational institution or school.</p>	<p><i>Numeric</i> ** This will inform the number of times the following questions are asked</p>
		<p><b>Asked for each resident attending an educational institution</b></p> <p>Which of the following educational institutions does <b>resident #</b> attend?</p>	<input type="checkbox"/> ECD centre <input type="checkbox"/> Creche <input type="checkbox"/> Pre-school <input type="checkbox"/> Primary school <input type="checkbox"/> High school <input type="checkbox"/> Technical vocational education and training (TVET) colleges <input type="checkbox"/> Tertiary education institutions (universities and universities of technology) <input type="checkbox"/> Home-based education <input type="checkbox"/> Other <input type="checkbox"/> None of the above
		<p><b>Asked for each resident attending an educational institution</b></p> <p>What is the name of the educational institution?</p>	

		<p><b>Asked for each resident attending an educational institution</b></p> <p>What is the distance from your housing unit to this educational institution?</p>	<input type="checkbox"/> Less than 5km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 31km-50km <input type="checkbox"/> More than 51km
Average travel time to schools / educational facilities		<p><b>Asked for each resident attending an educational institution</b></p> <p>Which of the following modes of transport does <b>resident #</b> in this household usually use to get to the educational institution?</p>	<input type="checkbox"/> Walk <input type="checkbox"/> Bicycle <input type="checkbox"/> Motorcycle/scooter <input type="checkbox"/> Minibus taxi (Kombi) <input type="checkbox"/> Taxi (sedan) <input type="checkbox"/> Bus <input type="checkbox"/> Train <input type="checkbox"/> Own car/private vehicle <input type="checkbox"/> Vehicle hired by a group of parents <input type="checkbox"/> Carpool with other tenants or people in the community <input type="checkbox"/> Other (please specify)
		<p><b>Asked for each resident attending an educational institution</b></p> <p>How long does it usually take <b>resident #</b> in to get to this educational institution?</p>	<input type="checkbox"/> Less than 15 minutes <input type="checkbox"/> 15 minutes-30 minutes <input type="checkbox"/> 31 minutes-60 minutes <input type="checkbox"/> 61 minutes-90 minutes <input type="checkbox"/> More than 90 minutes
		<p><b>Asked for each resident attending an educational institution</b></p> <p>How much does it usually cost <b>resident #</b> to get to the educational institution using their usual mode of transportation per day?</p>	<p>Numeric Rands</p>



<p>Average perception of school quality in relation to school in previous location</p>	<p><b>Asked for each resident attending an educational institution</b></p> <p>Did any of the children of this household attend a different educational institution when you lived at your previous residence?</p>	<p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p>
	<p><b>(The next three questions will be asked when the answer to the previous question is 'yes')</b></p> <p>How does the average quality of education in this/these school/s compare to the quality of education in the previous school/s?</p>	<p><input type="checkbox"/> Improved</p> <p><input type="checkbox"/> No change</p> <p><input type="checkbox"/> Worsened</p>
<p>Improvement in educational outcomes</p>	<p>How have the children's marks changed since they started at the new school?</p>	<p><input type="checkbox"/> Improved</p> <p><input type="checkbox"/> No change</p> <p><input type="checkbox"/> Worsened</p>
<p>Number and nature of facilities available at schools in the area</p>	<p>How do the facilities at these schools compare to the facilities at schools in your previous area?</p>	<p><input type="checkbox"/> They have better facilities</p> <p><input type="checkbox"/> Their facilities are the same</p> <p><input type="checkbox"/> They have worse facilities</p>
<p>Number of days absent from school due to poor health</p>	<p><b>Asked for each resident attending an educational institution</b></p> <p>In the last year, how many days has the resident been absent from school due to poor health?</p>	<p>Numeric days</p>

Access to utilities	Proportion of residences with access to water at previous residence	What was your main source of water at your previous residence?	<input type="checkbox"/> Tap in the residence <input type="checkbox"/> Tap in the yard <input type="checkbox"/> Public tap <input type="checkbox"/> Water tank/carrier <input type="checkbox"/> Well <input type="checkbox"/> Other (please specify) <input type="checkbox"/> Our previous residence did not have access to water
		In an average year, how many times was your access to water interrupted at your previous residence?	<i>Numeric (Whole numbers only)</i>
		<b><i>Asked when the answer to the previous question is greater than zero)</i></b> How long did these water supply interruptions last on average?	<input type="checkbox"/> Less than 2 days <input type="checkbox"/> 2-7 days <input type="checkbox"/> 8-14 days <input type="checkbox"/> More than 14 days
		What was your average monthly water bill at your previous residence?	<i>Numeric Rands</i>
	Proportion of households who can afford water	What is your average monthly water bill at this unit?	<i>Numeric Rands</i>
		Can you afford your monthly water bill?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Proportion of residences with access to	Did you have electricity at your previous residence?	<input type="checkbox"/> Yes <input type="checkbox"/> No

electricity at previous residence	<p><b><i>Asked when the answer to the previous question is 'yes'</i></b></p> <p>What was your main source of electricity at your previous residence?</p>	<input type="checkbox"/> Electricity from main switch <input type="checkbox"/> Electricity from generator <input type="checkbox"/> Solar energy <input type="checkbox"/> Other (please specify)
	<p>What was your average monthly electricity bill?</p>	<p><i>Numeric Rands</i></p>
	<p>In an average year, how many times was your previous residence's electricity cut or interrupted, even though the electricity bill was paid or sufficient pre-paid electricity was bought?</p>	<p><i>Numeric (Whole numbers only)</i></p>
		<p><i>Numeric Rands</i></p>
Proportion of households who can afford electricity	<p>What is your average electricity bill each month?</p>	<p><i>Numeric (Whole numbers only)</i></p>
	<p>Can you afford your electricity bill?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No
Proportion of residences with access to refuse removal at previous residence	<p>Was your refuse or rubbish removed at least once a week at your previous residence?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No
Number of residences with access to refuse removal	<p>What is your average refuse removal bill each month?</p>	<p><i>Numeric (Whole numbers only)</i></p>
	<p>Can you afford your refuse removal bill?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No

Access to employment opportunities	Number of employed people residing within the residence	How many of the adults who live in this unit are employed or are self-employed?	<i>Numeric</i> (whole number only)
	Number of employed people residing within the residence	<b><i>Asked for each resident who is employed or self-employed</i></b> On what basis is <b><i>resident #</i></b> employed?	<b><i>Can select multiple</i></b> <input type="checkbox"/> Permanently employed <input type="checkbox"/> Temporarily employed <input type="checkbox"/> Self-employed (business owner) <input type="checkbox"/> Other (please specify)
	Number of people running a small business in the area	<b><i>(Only ask this question for self-employed residents)</i></b> Does <b><i>resident #</i></b> run a small business in the area? (within a 5km radius of this complex)	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Number of tenants that were previously employed (prior to moving into the current residence)	<b><i>Asked for each resident who is employed or self-employed</i></b> Was <b><i>resident #</i></b> employed when you lived at your previous residence?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Number of days absent from work due to poor health	<b><i>Asked for each resident who is employed or self-employed</i></b> In the last year, how many days has the resident # been absent from work due to poor health?	<i>Numeric</i> days
	Average distance to tenant place of employment	<b><i>Asked for each resident who is employed or self-employed</i></b> Which of the following modes of transport does <b><i>resident #</i></b> usually use to travel to work?	<input type="checkbox"/> Walk <input type="checkbox"/> Bicycle <input type="checkbox"/> Motorcycle <input type="checkbox"/> Taxi <input type="checkbox"/> Bus

		<input type="checkbox"/> Train <input type="checkbox"/> Own car/private vehicle <input type="checkbox"/> Carpool <input type="checkbox"/> Other (please specify)
	<p><b>Asked for each resident who is employed or self-employed</b></p> <p>What is the distance from your complex to <b>resident #</b>'s workplace?</p>	<input type="checkbox"/> Less than 5km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 31km-50km <input type="checkbox"/> Above 51km
Average journey time to tenant's place of employment	<p><b>Asked for each resident who is employed or self-employed</b></p> <p>How long does it usually take <b>resident #</b> to get to their workplace from your unit?</p>	<input type="checkbox"/> Less than 15 minutes <input type="checkbox"/> 15 minutes-30 minutes <input type="checkbox"/> 31 minutes-60 minutes <input type="checkbox"/> 61 minutes-90 minutes <input type="checkbox"/> More than 90 minutes
	<p><b>Asked for each resident who is employed or self-employed</b></p> <p>How much does it usually cost <b>resident #</b> to get to their workplace using their usual mode of transportation per day?</p>	Numeric Rands
Number of people looking for a job	How many of the adults who live in this unit are unemployed and looking for a job?	Numeric (whole number only)
Average distance to nearest transport facility	What is the distance from your complex to the nearest public transport facility?	<input type="checkbox"/> Less than 5km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 31km-50km

			<input type="checkbox"/> Above 51km
	Average journey by foot to nearest public transport facility	How long does it usually take to <b>walk</b> to the nearest public transport facility from your unit?	<i>Numeric</i> minutes
Security	Extent of visible security measures (Security guards, controlled access)	Do you know where the nearest police station is?	<input type="checkbox"/> Yes <input type="checkbox"/> No
		<b><i>(This question will be asked when the answer to the previous question is 'yes')</i></b> How long would it usually take you to get to the police station using your usual mode of transport?	<input type="checkbox"/> Less than 15 minutes <input type="checkbox"/> 15 minutes-30 minutes <input type="checkbox"/> 31 minutes-60 minutes <input type="checkbox"/> 61 minutes-90 minutes <input type="checkbox"/> More than 90 minutes
		How often do you see a police officer in uniform/on duty in your area?	<input type="checkbox"/> At least once a day <input type="checkbox"/> At least once a week <input type="checkbox"/> At least once a month <input type="checkbox"/> Never
		Is there controlled access or a security guard at your complex?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Increased emotional security and feeling at ease in home	If you had to walk alone in your area when it was dark, how safe would you feel?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
		If you had to walk alone in the area you lived in before you moved here when it was dark, how safe would you feel?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
		If you had to walk alone in your area during the	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe

	day, how safe would you feel?	<input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	If you had to walk alone in the area you lived in before you moved here during the day, how safe would you feel?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	How safe do you feel in your unit?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	How safe did you feel in your previous residence?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	How safe do you feel in your complex?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	How safe did you feel in your complex/Road?	<input type="checkbox"/> Very safe <input type="checkbox"/> Safe <input type="checkbox"/> Unsafe <input type="checkbox"/> Very unsafe
	Violent crimes reported by the tenant	Were you or any other member of your household ever a victim of a violent crime (involving a threat or force) in the area you used to live before moving into this building?
Have you or any other member of your		<input type="checkbox"/> Yes

		household ever been a victim of a violent crime (involving a threat or force) in the area you currently live?	<input type="checkbox"/> No
	Property crimes reported by the tenant in last 12 months	Were you or any other member of your household ever a victim of a property or non-violent crime (involving theft) in area you used to live before moving into this building?	<input type="checkbox"/> Yes <input type="checkbox"/> No
		Have you or any other member of your household ever been a victim of a property or non-violent crime (involving theft) in the area you currently live?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Satisfaction with living conditions	Average satisfaction level with quality of life	Using a scale of 1-10, where 1 means very dissatisfied and 10 means very satisfied, how do you feel about your life as a whole right now	<i>Scale 1 - 10</i>
	Satisfaction levels with resolution of building complaints to the SHI	How satisfied are you with the SHI's resolution of building complaints?	<i>Scale 1 - 10</i>
		How satisfied are you with the customer service around housing management?	<i>Scale 1 - 10</i>
	Average preference to continue living in the area	What is the most important reason why you moved to this area?	<input type="checkbox"/> Affordability <input type="checkbox"/> It's easy to get to work <input type="checkbox"/> My family lives nearby <input type="checkbox"/> Quality of property <input type="checkbox"/> Schooling/education <input type="checkbox"/> Security



			<input type="checkbox"/> Other
		<p>How strong is your preference to continue living in this area?</p>	<input type="checkbox"/> Strong preference to stay <input type="checkbox"/> Moderate preference to stay <input type="checkbox"/> Moderate preference to leave <input type="checkbox"/> Strong preference to leave
		<p>Imagine you lost a wallet or purse in the area you live in now, and that contained R250 and your contact details and it was found by someone who lives close by. Is it very likely, somewhat likely or not likely at all to be returned with the money in it?</p>	<input type="checkbox"/> Very likely <input type="checkbox"/> Somewhat likely <input type="checkbox"/> Not likely
Improved health	<p>Average distance to clinics and healthcare facilities</p>	<p>What is the distance from your complex to the nearest clinic or healthcare facility?</p>	<input type="checkbox"/> Less than 5km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 5km-15km <input type="checkbox"/> 16km-30km <input type="checkbox"/> 31km-50km <input type="checkbox"/> Above 51km
	<p>Average journey time by foot for tenants to nearest health facility</p>	<p>How long does it take you to walk to the nearest clinic or healthcare facility?</p>	<input type="checkbox"/> Less than 15 minutes <input type="checkbox"/> 15 minutes-30 minutes <input type="checkbox"/> 31 minutes-60 minutes <input type="checkbox"/> 61 minutes-90 minutes <input type="checkbox"/> More than 90 minutes
	<p>General Health</p>	<p>How would you describe your health at present</p>	<input type="checkbox"/> Excellent <input type="checkbox"/> Very good <input type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/> Poor

		<p><b>Asked for each resident</b></p> <p>In the last 30 days, has the <b>resident#</b> experienced any of the following conditions?</p>	<input type="checkbox"/> Fever <input type="checkbox"/> Persistent cough <input type="checkbox"/> Cough with blood <input type="checkbox"/> Chest pain <input type="checkbox"/> Body ache <input type="checkbox"/> Headache <input type="checkbox"/> Back pain <input type="checkbox"/> Joint pain/arthritis <input type="checkbox"/> Diarrhoea <input type="checkbox"/> Painful urination <input type="checkbox"/> Swelling ankles <input type="checkbox"/> Severe weight loss
	Number of people who smoke	<p><b>Asked for each resident</b></p> <p>Does the <b>resident#</b> smoke cigarettes?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Number of people who have serious health conditions	<p><b>Asked for each resident</b></p> <p>Does the <b>resident#</b> suffer from any of the following conditions?</p>	<input type="checkbox"/> Tuberculosis/TB <input type="checkbox"/> High blood pressure <input type="checkbox"/> Diabetes/high blood sugar <input type="checkbox"/> Stroke <input type="checkbox"/> Asthma <input type="checkbox"/> Heart problems <input type="checkbox"/> Cancer
		<p><b>This question will be asked if the resident# suffers from one or more of the conditions in the question above</b></p> <p>Is the <b>resident#</b> taking medication for the condition?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No
		<p><b>I am going to read out a list of ways you may have felt or behaved in the last week. Please</b></p>	<input type="checkbox"/> Rarely or none of the time (less than 1 day)

		<p><b>state how often you have felt this way in the last week.</b></p> <ol style="list-style-type: none"> <li>1. I was bothered by things that don't usually bother me</li> <li>2. I had trouble keeping my mind on what I was doing</li> <li>3. I felt depressed</li> <li>4. I felt that everything I did was an effort</li> <li>5. I felt hopeful about the future</li> <li>6. I felt fearful</li> <li>7. My sleep was restless</li> <li>8. I was happy</li> <li>9. I felt lonely</li> <li>10. I could not 'get going'</li> </ol>	<input type="checkbox"/> Some or little of the time (1-2 days) <input type="checkbox"/> Occasionally or a moderate amount of time (3-4 days) <input type="checkbox"/> All or most of the time (5-7 days)
Expectations	Number of tenants whose expectations of living in social housing has been met	Why did you move into social housing?	<i>Open ended question</i>
		To what extent do you agree or disagree with the following statement: "my expectations of this social housing unit have been met?"	<input type="checkbox"/> Strongly agree <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Strongly disagree
Decreased reliance on social housing	Migration from social housing to none social housing	What is the likelihood that you will move from this unit in the next two years?	<input type="checkbox"/> Definitely <input type="checkbox"/> Possibly <input type="checkbox"/> Unlikely <input type="checkbox"/> Definitely not
		What would be your reason's for moving?	<i>Open ended question</i>
Integration	Free time	To what extent do you agree or disagree with the following statement: "I have more free time since moving to this unit?"	<input type="checkbox"/> Strongly agree <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Strongly disagree

Social development programmes	Number of tenants who take part in social development programmes	Does this complex have a social development programme?	<input type="checkbox"/> Yes <input type="checkbox"/> No
		<p><b><i>Asked if the complex has a community development programme</i></b></p> <p>What community development programme does your complex have?</p>	<input type="checkbox"/> Education (pre-school, education support, adult education, homework sessions, parenting support, childcare) <input type="checkbox"/> Technology (access to electronic technology, training in electronic technology, radio station) <input type="checkbox"/> Neighbourhood development (food gardens, tackling crime, adult and children's activities) <input type="checkbox"/> Economic development (Employment support, training, financial services, small enterprise development) <input type="checkbox"/> Environment (Tree planting, recycling, energy saving) <input type="checkbox"/> Sport and recreation (Sports activities, holiday clubs, common sports facilities) <input type="checkbox"/> Youth work (Education, recreation) <input type="checkbox"/> Health (Health awareness, support groups) <input type="checkbox"/> Space provision (Community centres, learning centres, sports fields, meeting rooms, external common spaces)
		<p><b><i>Asked if the complex has a community development programme</i></b></p> <p>Do you or anyone in this unit take part in the social development programme?</p>	<input type="checkbox"/> Yes <input type="checkbox"/> No
		<p><b><i>Asked if the resident participates in the</i></b></p>	Open ended question

		<p><b><i>social development programme</i></b></p> <p>How has your participation in the social development programme impacted your life?</p>	
Recreational facilities	Proportion of residences with access to recreational facilities within a 5km radius at previous location	Were there any recreational and entertainment facilities within a 5km radius (walking distance) from your previous residence?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Number and nature of recreational facilities within a 5km radius	Are there any recreational and entertainment facilities within a 5km radius (walking distance) from your complex?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	Tenant satisfaction with availability and quality of recreational facilities	How satisfied are you with the recreational and entertainment facilities in your area? (parks, swimming pools, libraries, malls etc)	<input type="checkbox"/> Very satisfied <input type="checkbox"/> Satisfied <input type="checkbox"/> Dissatisfied <input type="checkbox"/> Very dissatisfied
	Average journey time by foot for tenants to the nearest recreational and entertainment facilities	How long does it take you to walk to the nearest recreational and entertainment facilities?	<input type="checkbox"/> Less than 15 minutes <input type="checkbox"/> 15 minutes-30 minutes <input type="checkbox"/> 31 minutes-60 minutes <input type="checkbox"/> 61 minutes-90 minutes <input type="checkbox"/> More than 90 minutes
Urban regeneration	Improved surrounding building infrastructure	What facilities are within walking distance from your complex?	<input type="checkbox"/> Supermarket <input type="checkbox"/> Mall <input type="checkbox"/> Library <input type="checkbox"/> Public swimming pool <input type="checkbox"/> Gym <input type="checkbox"/> Public park <input type="checkbox"/> Sport facilities (tennis court, basketball court)

			<input type="checkbox"/> Community centre <input type="checkbox"/> Clothing stores <input type="checkbox"/> Hair salon <input type="checkbox"/> Banks <input type="checkbox"/> Internet cafe <input type="checkbox"/> Filling station <input type="checkbox"/> Restaurant <input type="checkbox"/> Liquor store <input type="checkbox"/> None of the above
		<p>What facilities were within walking distance from your previous residence?</p>	<input type="checkbox"/> Supermarket <input type="checkbox"/> Mall <input type="checkbox"/> Library <input type="checkbox"/> Public swimming pool <input type="checkbox"/> Gym <input type="checkbox"/> Public park <input type="checkbox"/> Sport facilities (tennis court, basketball court) <input type="checkbox"/> Community centre <input type="checkbox"/> Clothing stores <input type="checkbox"/> Hair salon <input type="checkbox"/> Banks <input type="checkbox"/> Internet cafe <input type="checkbox"/> Filling station <input type="checkbox"/> Restaurant <input type="checkbox"/> Liquor store <input type="checkbox"/> None of the above
		<p>Do you have street lighting in this area?</p>	<input type="checkbox"/> Yes, currently in working condition <input type="checkbox"/> Yes, not currently in working condition <input type="checkbox"/> No
		<p>Have you seen an improvement or</p>	<input type="checkbox"/> Improvement

		deterioration in this community's infrastructure (transport hubs, buildings, shops etc) in the last 12 months?	<input type="checkbox"/> No change <input type="checkbox"/> Deterioration
Household expenditure within a 5km radius of SH	Average household spend on non-food goods and services within a 5km radius of the SH	On average, how much does your household spend on non-food goods at stores within a 5km radius of this complex a month? (cleaning products, houseware, glassware, toiletries etc)	<i>Numeric Rands</i>
	Average household spend on groceries from grocery stores within a 5km radius of the SH	On average, how much does your household spend on groceries (food and beverages) at stores that are within a 5km radius of this complex a month?	<i>Numeric Rands</i>
Travel expenditure		On average, how much does your household spend on transport (buses, trains, taxis, petrol) a month?	<i>Numeric Rands</i>
Travel expenditure		On average, how much did your household spend on transport (buses, trains, taxis, petrol) a month at your previous residence?	<i>Numeric Rands</i>

## ■ APPENDIX 3: DATA COLLECTION

**Table 7: Documents and literature reviewed**

Documents from SHRA	Additional literature
Viruly Consulting. (2014). A study on the Gauteng partnership fund's socio-economic impact on Gauteng's housing market.	Thomson, H and Thomas, S. (2015) Developing empirically supported theories of change for housing investment and health. <i>Social Science and Medicine</i> , 124. pp. 205-214.
Housing Development Agency. (2013). Reviving our inner cities: social housing and urban regeneration in South Africa	Wicht, A. (1999). <i>Social Housing in South Africa: A feasible option for low-income households</i> . Development Action Group, Cape Town, South Africa.
International Housing Solutions. (2012). A social audit conducted on IHS residential units.	Martens, P. (2014). The effect of neighbourhood socioeconomic status on education and health outcomes for children living in social housing. <i>American Journal of Public Health</i> , 11. pp. 2103-2109
DMPE and DHS. (2016). Impact and implementation evaluation of the social housing programme.	Bennett, S and Muir, K. (2015). Measuring the impact of community housing: A proposed theory of change for community housing. Sydney. Australia. The Centre for Social Impact.
The Presidency. (2008). Social Housing Act	Enterprise Community Partners. (2014). Impact of affordable housing on families and communities: A review of the evidence base. Columbia, United States of America
SHRA. (2017). State of the social housing sector report.	Friedrichs, J. (2003). Neighbourhood effects on social opportunities: The European and American research and policy context. <i>Housing Studies</i> , 18. pp. 797-806
SHRA. (2015). State of the social housing sector report.	FACS Analysis and Research. (2016). Measuring Social Housing Outcomes: Desktop review of evidence. Interim Report.
DHS. (2003). A social housing policy for South Africa: Towards an enabling environment for social housing development.	Datcher, L. (1982). Effects of community and family background on achievement. <i>The Review of Economics and Statistics</i> , 1. pp. 32-41
Rogers, N and Slowinski, K. (2004). Towards an evaluation framework for urban regeneration in South Australia, Discussion paper.	Burton, E. (2003). Housing for an urban renaissance: Implications for social equity. <i>Housing Studies</i> , 18. pp. 537-562
The Social Housing Foundation. (2018). Cost-benefit analysis: social rental housing and RDP housing.	The Urban Institute. (2000). Candidate outcome indicators: Affordable housing program. Washington, The United States of America
Johannesburg Development Agency. (2018). Analysis of the impact of the JDA's area-based regeneration projects on private sector investments.	Zimmerman, D. (2011). Peer effects in academic outcomes: Evidence from a natural environment. <i>The Review of Economics and Statistics</i> , 1. pp. 9-23

**Table 8: FGD details**

Social Housing Project	Date	Time
Avoca Hills	2 February 2019	10:00-11:00 11:30-12:30
Belhar	8 February 2019	10:00-11:00 11:30-12:30
Scottsdene	8 February 2019	10:00-11:00 11:30-12:30
City Deep	13 February 2019	13:00-14:00
BG Alexander	16 February 2019	10:00-11:00
Lake Haven Phase 1	2 February 2019	10:00-11:00 11:30-12:30



Roodepoort	12 February 2019	16:00-17:00
Tau Village	15 February	13:00-14:00
Valley View	2 February 2019	10:00-11:00 11:30-12:30

**Table 9: KII stakeholder list**

Organisation	Information gathered	People interviewed
SHRA	Tenant outcomes Community and city outcomes Effectiveness of SHRA Financial sustainability of SHIs	Vincent Chauke Arie Diephout Rory Gallocher
SHIs	Type of SHI Financial sustainability Relationship with SHRA Property management	Prakshna Somai Christopher Dyani Meera Bhoora Thulasizwe Ntsoaki Heather Malcom
Housing managers	Tenancing Access to utilities Investment in the area Employment opportunities Community development programmes	Adam Charity Sedise Henry Carl
Community organisations	Impact of social housing on communities	Internet café Shops Tuckshops Fast food restaurant
Department of Human Settlements	South African housing needs Social housing objectives Social housing M&E Assessment of SHRA Assessment of the success of social housing	Bongani C Sibiya Olana Ahmed Vawda

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