

City of Johannesburg Housing Research Publication 2022



Issue 1



a world class African city

Foreword by the MMC

We are delighted to bring you the first of its kind publication looking at the work done by the Housing Department over the years. We acknowledge the immense work put in by the colleagues on this document.

It is important to introspect on an ongoing basis as this steers us back to the aims and objectives. This document also assists us to highlight both the good work we have done and where we should improve.

We are also pleased that this is the first ever publication of this nature in the department. This will lay a solid foundation for the upcoming publications.

The City of Joburg, the largest city in the country, is densely populated as more people have migrated into the city and province more than any other in the country. It is estimated that in 2020 the City of Joburg was home to over 5.7 million people, accounting for approximately 36 percent of Gauteng's population.

This undoubtedly places immense pressure on service delivery and housing is not spared. It puts a further burden on the already existing huge backlog of about half a million people who need houses. We have several key performance areas that chart a way towards achieving our goals and targets.

In recent months I've conducted several oversight visits to our facilities and communities. While we are doing exceptional work in some cases however we are seemingly not consistent in our performance in other areas. That is why I have commissioned occupancy audits in most facilities, whether its old age homes, hostels, flats and informal settlements. It's prudent to understand who we are serving and servicing.

We will continue to prioritise the upgrading of informal settlements around the city to ensure that residents have services such a clean running water, electricity, and access roads where they live. Hostel redevelopment, registration as well as the issuing of title deeds to beneficiaries is also high on our agenda.

Revenue collection has dropped particularly during the COVID-19 pandemic. However, as a caring government, we will continue to provide services enabling a habitable environment for our residents.

This publication, a first of many to come will also be a good source of communication with all our residents and stakeholders, keeping them abreast of all the services we are rendering and potential collaborations.

I look forward to more insightful and informative publications in future.



Cllr Mlungisi Mabaso
MMC Housing

A handwritten signature in black ink, appearing to read 'Mlungisi Mabaso', written over a horizontal line.

MMC Housing

Cllr Mlungisi Mabaso

Message from the Executive Director

The function of the Housing Department is derived from Section 26 of the Constitution of the Republic of South Africa; promoting the right to have access to adequate housing. In light of the promotion of this right we are therefore entrusted with the responsibility of the rights enshrined in Section 25, promoting the right to secured tenure. The National Housing Act, as the principal legislation governing the housing mandate entrusts some responsibilities to municipalities in relation to land use and housing development.



Patrick Phophi
Executive Director: Housing

The City of Johannesburg Housing Department has over the years delivered housing opportunities ranging from managing of Council owned stock; Hostels, old age facilities, flats, Community Rental Units (CRU). We have made great strides in ensuring the citizens of the City of Johannesburg are on a progressive basis gaining access to housing through the delivery of fully subsidised housing (RDP housing) and housing finance. Notwithstanding this delivery by the Department, we still recognise that a lot more could be achieved. Fundamental to this task is the role of stakeholder engagement, encouraging our communities to be involved not only on the product delivered but contributing to what and where housing delivery is happening. This is influenced by the research and policies undertaken by the Department.

We are constantly investigating avenues to engage and solicit inputs from various stakeholders of the Department. The Housing Research Publication presents an opportunity for the Department to have an interface and feedback from the housing stakeholders most fundamentally the communities who would have contributed to the research undertaken by the Department. We have taken advantage of studies done on the Department by students from institutions of higher learning in fulfilment of their academic requirements, independent researchers and research bodies in the creation of new knowledge and most importantly internally by our Human Settlements Policy, Planning and Research Directorate. This publication therefore tells the Department's story on the work done and the perception of housing stakeholders. It therefore presents an opportunity to correct the misinformation that the public gets through different media and communications platforms leading to confusion and lack of trust in the City.

Through this CoJ Housing Research Publication our stakeholders now have an opportunity to gain well researched information backed up by evidence creating an opportunity to engage and access factual information that would begin to guide the way things are done and delivered in the City.

I hope that you will find this Publication informative as effort has been taken in preparing it.

Message from the Editorial Team



You now have in your hand the first and inaugural edition of the **City of Johannesburg Housing Research Publication**. The publication comes as an opportunity for researchers both within and outside the Department to share their findings and recommendations on how best government can improve and respond to the challenges that it is confronted with. Championed by the Department's Human Settlement Policy, Planning and Research Directorate the publication is aimed at presenting a platform for research conducted in the Department and in the broader housing and human settlements sector to contribute to shaping the policy and research discourse and influence the direction in policy formulation.

Government's efforts remain to improve the lives of people who otherwise would not have been able to access housing without government's focused and direct intervention. When the performance is assessed mainly externally it is perceived that little has been done and this therefore paints the government's delivery as having little impact. This publication presents an opportunity for the Department to tell its story whilst in the process not shying away from the challenges it is facing. The great opportunity is that with this publication the story being told is backed up by credibility of those telling the story, researchers in the department, students who are doing the work for their academic credits and independent researchers who are respected academics and independent research bodies in the sector. It therefore becomes a springboard for researchers to find their niche while simultaneously creating an interface with communities.

With the **City of Johannesburg Housing Research Publication** a conversation and interaction is initiated between different stakeholders in the sector making the communities informed of what independent voices are saying on the work and mandate of the Department. This particular publication presents an Analysis Study of the City of Johannesburg Housing Department. The study looks at the formation and performance of the City's Department, key instruments driving delivery and does a value chain analysis. The second study, the Housing Occupancy Audit was done by members of the Directorate sought to determine occupancy of people of the government fully subsidised houses focusing on four regions. We hope that you will find the information in this publication informative and thought provoking.



For further engagement on the issue please contact:
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*The City of Johannesburg's
Housing Department's
mission is to improve the
quality of lives of our
beneficiaries, creating
neighbourhoods that
people love, live, work,
play and do business in.*

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Abbreviations

•	CAPEX	Capital Expenditure
•	COJ	City of Johannesburg
•	DHS	Department of Human Settlement
•	ECA	Economic Commission for Africa
•	ESMT	Extended Senior Management Team
•	FLISP	Finance Linked Individual Subsidy Programme
•	GDP	Gross Domestic Product
•	GDS	Growth Development Strategy 2040
•	GHCM	Group Human Capital Management
•	GJMC	Greater Johannesburg Municipal Council
•	HDA	Housing Development Agency
•	HR	Human Resources
•	HRM	Human Resources Management
•	HSDG	Human Settlements Development Grant
•	HSS	Housing Subsidy System
•	IDP	Integrated Development Plan
•	ISO	International Organisation Standard
•	IT	Information Technology
•	JOSHCO	Johannesburg Social Housing Company
•	JPC	Johannesburg Property Company
•	KPA	Key Performance Area
•	ME	Municipal Entities
•	MLC	Municipal Local Committee
•	MMC	Member of the Mayoral Committee
•	NDP	National Development Plan
•	NHBRC	National Home Builders' Registration Council
•	NGO	Non Governmental Organisation
•	OPEX	Operations Expenditure
•	PPP	Public Private Partnerships

- ***R&D*** Research and Development
- ***RDP*** Reconstruction and Development Programme
- ***SMMEs*** Small, Micro Medium Enterprises
- ***SMT*** Senior Management Team
- ***Stats SA*** Statistics South Africa
- ***SWOT*** Strengths Weaknesses Opportunities Threats
- ***TEA*** Temporary Emergency Accommodation
- ***USDG*** Urban Settlements Development Grant
- ***HSDG*** Human Settlement Development Grant

Research : Analysis Study of the City of Johannesburg

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Nehemiah Rabambi; Nelson Kobe; Nicole Muteba

Credentials/function : Built Environment

Year of conducting of study : 2019

1. Introduction

As part of the MBA programme at the North-West University (NWU), the students were assigned to conduct an analysis of a chosen organisation's current strategy and suggest enhancements to the identified organisation. The MBA Fundi I group of students opted to conduct this analysis study with the City of Johannesburg (COJ) Housing Department given that, it provides exceptional services to the community of Johannesburg.

The group studied the strategy of the Housing Department, with a concentration on the external analysis and the past performance of the organisation. The group also highlighted the history and the mandate of the CoJ Housing Department. The main focus areas included the following:

- Marketing,
- Operations,
- Human resources,
- Finance.

The group also analysed the Housing Department's present business model, financial performance, industry analysis and in particular the strategic thinking that led to certain actions by top management in the past.

Based on the results of the analysis, the group provided recommendations on how the Housing Department could change or improve its strategy to better fulfil its mandate.

1.1. Purpose of the project

The purpose of this project was to analyse the effectiveness of the strategy of the CoJ Housing Department by identifying lacking areas on the strategic objectives, challenges, gaps and ultimately, make recommendations for enhancements. Several analytical methods such as Porter's five forces analysis, SWOT analysis, financial analysis and value chain have been used do the analysis.

1.2. Background and history of the City of Johannesburg

In 2000, 11 municipalities in and around Johannesburg amalgamated to form a new metropolitan municipality and it was named City of Johannesburg Metropolitan Municipality. Some of the municipalities that were amalgamated were Roodepoort, Randburg, Sandton, Johannesburg, Soweto, Diepmeadow, Dobsonville, Lenasia and Midrand. The City of Johannesburg (CoJ) became the most advanced commercial city in Africa and the engine room of the South African and regional economy. It is a city with a unique, African character, world-class infrastructure in the fields of telecommunications, transportation, water and power and with globally competitive healthcare and educational facilities. However, the CoJ is also one of contrasts – home to both wealthy and poor, residents and refugees, global corporations, and emerging enterprises.

The demographics of the CoJ indicate a large and ethnically diverse metropolitan area. As the largest city in South Africa, its population is defined by a long history of local and international migration. Johannesburg is home to almost five million people, accounting for approximately 36% of Gauteng's population and 8% of the national population (Stats SA, 2019).

Over the last decade, the city has been growing. A key contributor to this is that the city continues to attract people from other provinces, and internationally who are looking for better economic opportunities

and quality of life. The population pyramid indicates that the city's population is predominantly young. This can be attributed to migration from other parts of the country as young people look for jobs. Johannesburg is considered the economic hub of South Africa and is often the first choice of destination by job seekers across the country.

The CoJ Housing Department was among the first departments to be established when the CoJ was formed in 2000. The core mandate of the CoJ Housing Department is to ensure that the citizens of the city are properly housed.

The City of Johannesburg was accredited to administer the national housing programmes as defined by the Housing Code of 2009 on 4 March 2011. The Housing Code 2009 defines the accredited municipality, City of Johannesburg, as the developer of programmes and projects in its jurisdiction.

Another related policy, i.e., The Comprehensive Housing Plan for the Development of Sustainable Human Settlements (Breaking New Ground, 2004) on the section on Accreditation of Municipalities emphasises the accreditation of metropolitan municipalities and their role as developers in their area of jurisdiction.

The White Paper: “Towards a policy foundation for the development of human settlements legislation”, defines the role of the municipalities, metros in particular, as developers of sustainable human settlements. This White Paper will culminate into the development of the Human Settlements Act.

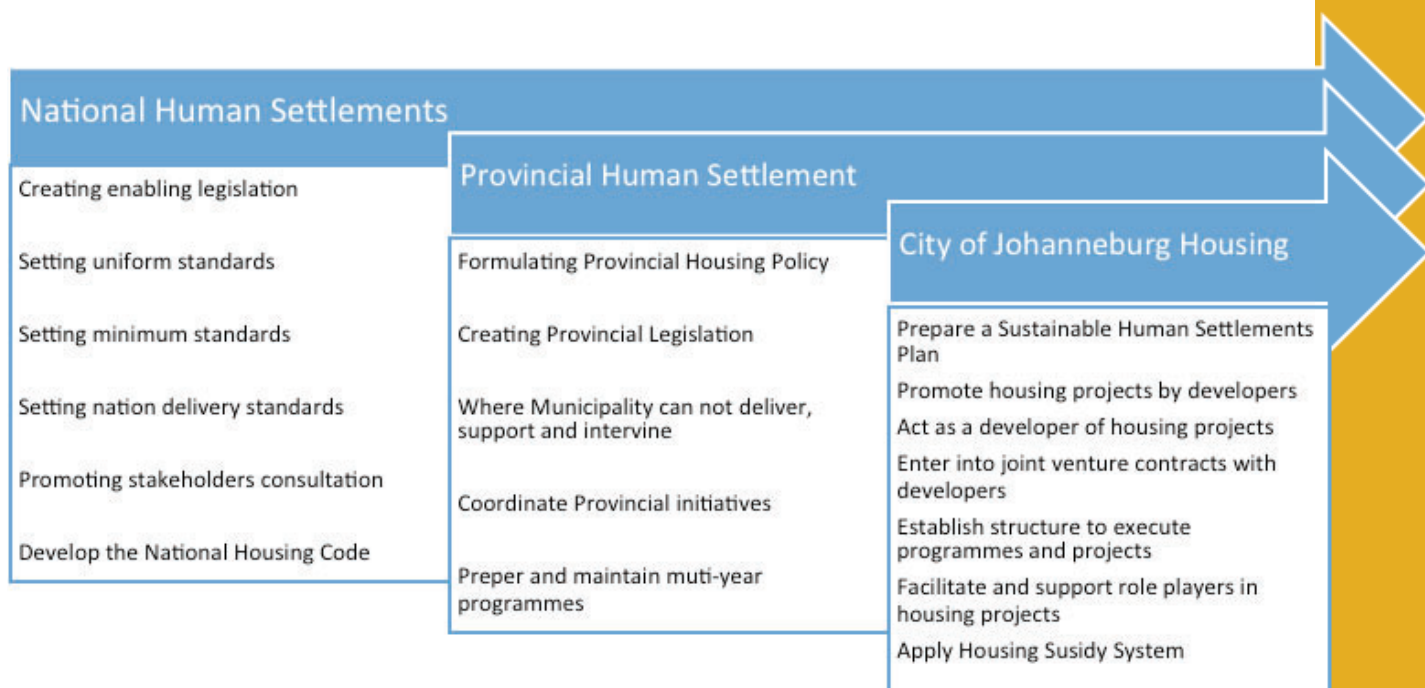


Figure 1: Role of the National Human Settlement, Provincial Human Settlement and City of Johannesburg Housing

Source: CoJ Housing Department Business Plan 2018/2019

2. Strategic Overview

2.1. Vision

The City of Johannesburg Housing Department's vision is to be a high performing beneficiaries centric organisation. Beneficiaries centricity is not just about delivering the best service, it also means offering a great experience from the awareness stage in the beginning of a project and throughout the delivery of the final service. This is a strategy based on putting your beneficiaries first and at the core of your organisation.

2.2. Mission

The CoJ Housing Department's mission is to improve the quality of lives of our beneficiaries, creating neighbourhoods that people love, live, work, play and do business in.

2.3. Core mandate

The Housing Department derives its mandate from the following:

- a) The Constitution of the Republic of South Africa, 108 of 1996, (Specific reference to Section 26 and Schedule 4, Part A and B, Section 156, subsection (4)) which stipulates that:
 - Everyone has the right to have access to adequate housing
 - Housing is a concurrent function (National and Provincial)
 - National and Provincial governments must be assigned housing functions, subject to any conditions, as well as the administration of housing programmes.
- b) The Housing Act, 107 of 1997, as amended, (Part 1, General Principles, Section 4, (6): The Code shall be binding on the provincial and local spheres of Government; section 10 of the Housing Act defines how municipalities must be accredited to "Administration of national housing programmes by municipalities".

2.4. Values

The CoJ Housing Department's mission and vision statement are driven by the following set of values:

- 1) Integrity
- 2) Honesty
- 3) Trust
- 4) Accountability

- 5) Accessibility
- 6) Commitment
- 7) Transparent
- 8) Beneficiaries centric



Figure 2: Values

Source: CoJ Housing Department, 2019

3. City of Joburg Priorities

As part of the Diphetogo initiative, CoJ drafted the below priorities to advance service delivery to its residents.

Table 1: City Priorities

Priority	Description
1.	Promote economic development and attract investment towards achieving 5% economic growth that reduces unemployment by 2021
2.	Ensure pro-poor development that addresses inequality and poverty and provides meaningful redress
3.	Create a culture of enhanced service delivery with pride
4.	Create a sense of security through improved public safety
5.	Create an honest and transparent city that fights corruption
6.	Create a city that responds to the needs of citizens, customers, stakeholders and businesses
7.	Enhance our financial sustainability
8.	Encourage innovation and efficiency through Smart City Programme
9.	Preserve our resources for the future generation

3.1. Key Performance Areas: Housing Department

Based on the above-mentioned CoJ priorities, the Housing Department formulated the following key performance areas that supporting the nine priorities of the CoJ.

Table 2: Key Performance Areas

KPA No.	Key Performance Area
1	Upgrading of informal settlements
2	Construction of social housing opportunities
3	Development of serviced sites
4	Registration of title deed (subsidised stands and units)
5	Issuing of title deeds to the beneficiaries
6	Refurbishment of flats
7	Construction of temporary emergency accommodation (TEA) units within the inner city
8	Acquisition of land for human settlements developments
9	Upgrading and surfacing roads
10	Management of informal settlements

The key performance indicators measure how the key performance areas will be achieved. Therefore, the CoJ Housing Department must deliver based on the key performance indicators below in order to perform as per anticipated targets.

3.2. Location

The CoJ Housing Department is headquartered at no. 222 Smit Street, Braamfontein in Johannesburg. The CoJ Housing Department has seven regional offices, namely:

- Region A – Diepsloot, Midrand and Ivory Park
- Region B – Northcliff and parts of Sandton and Rosebank
- Region C – Roodepoort
- Region D – Soweto, Doornkop, Diepsloot and Meadowlands
- Region E – Alexandra and parts of Sandton and Rosebank
- Region F – Inner city and Johannesburg South
- Region G – Ennerdale, Orange Farm, Lenasia, Eldorado Park and Protea.

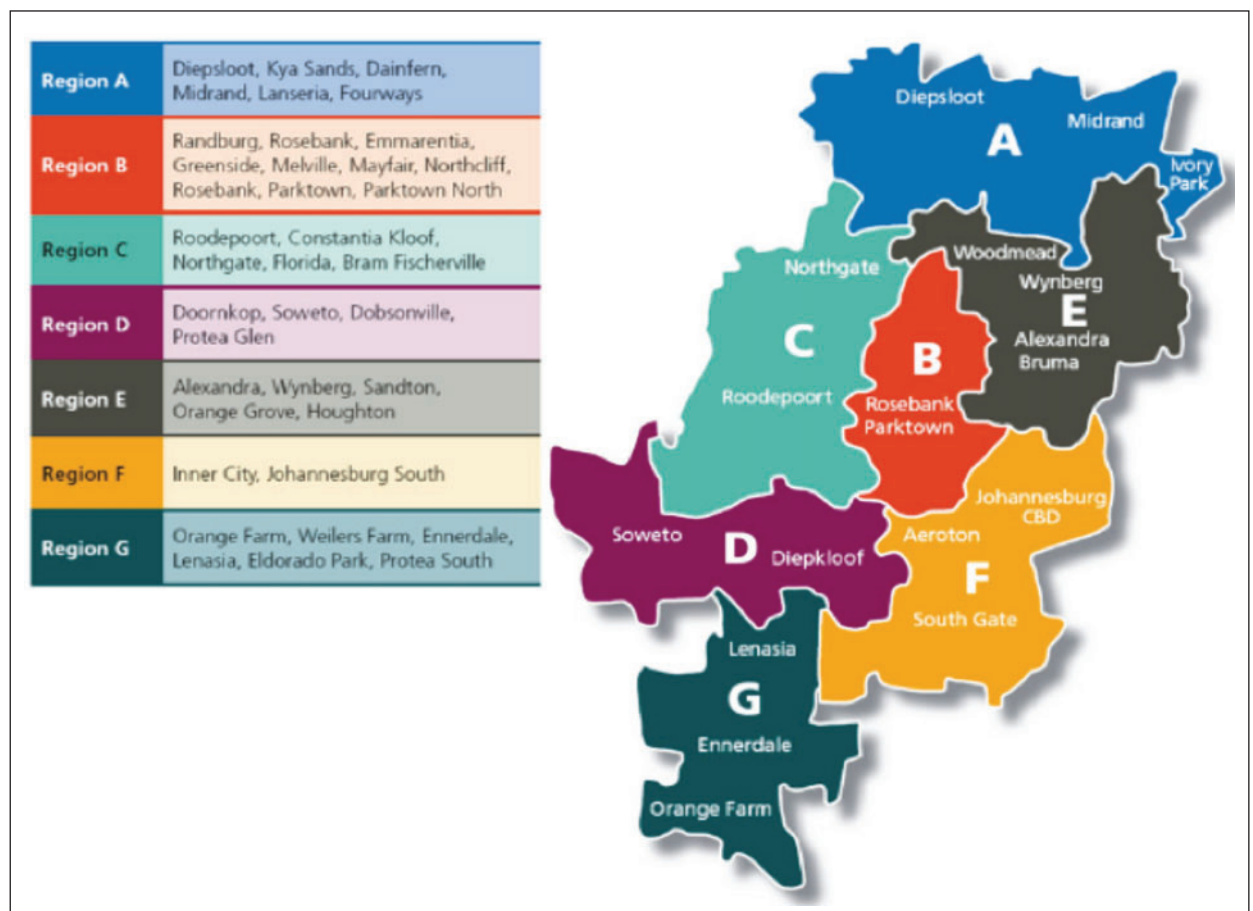


Figure 3: COJ Regional Map
Source: www.pikitup.co.za

3.3. Significant events and deliverables

3.3.1. The Housing Act

'Gap housing' was identified as a shortfall or gap in the market between residential units supplied by the government and houses delivered by the private sector. The gap housing market comprises people who typically earn too little to enable them to participate in the private property market, yet too much to qualify for state assistance. Therefore, the Housing Act of 1997 was introduced to provide housing to the poor and was an ingredient of the Department of Human Settlement (DHS), a three-part response to the State's National Development Plan (NDP) Vision 2030 Strategy.

3.3.2. The beginning of the CoJ Housing Department

The Local Government Municipal Systems Act no. 32 of 2000 replaced the Greater Johannesburg Municipal Council (GJMC), its four Municipal Local Councils (MLC) and the neighbouring Midrand Local Authority, with the new 'City of Johannesburg Metropolitan Municipality' from 6 December 2000 and this is when the housing department of the CoJ Department was also established as one of the service delivery departments, among others.

3.3.3. GDS 2040 (Growth Development Strategy)

Another significant shift came about in 2006, with the Johannesburg 2040 Growth Development Strategy (GDS) which provided a lens that we can view Johannesburg in the future. It is an invigorating document that defines the type of society the CoJ wants to achieve by 2040.

3.3.4. The accreditation of the CoJ Housing Department in 2011

The CoJ Housing department was accredited by the national government to deliver Level-1 and -2 housing development.

3.3.5. Jozi@work launched in September 2014

Jozi@Work was the municipality's programme to outsource products and services in nine different areas of work – such as energy, waste, construction, agriculture, water and sanitation, IT – to community-based businesses. At the core of Jozi@Work was a unique procurement process known as "work packages". Work packages are "mini-projects" that translate into big projects that are then broken up into many smaller projects that are awarded to various subject matter experts Small Medium and Micro Enterprises (SMMEs). This is unlike traditional tenders whereby one company is awarded a single large project. This new initiative gave the new SMMEs, in terms of the CoJ Housing Department, an opportunity to also be included in the economic activities of a proposed project within their regional offices.

3.3.6. The Diphetogo Projects

During the State of the City Address on 3 May 2018, the Mayor in office announced a fundamental departure in the approach of the City to delivering change to the residents of City. This new approach is now known as the Diphetogo Project, which is a Sesotho concept that captures the idea of real, transformational change. The Diphetogo Project is aimed at working on spiralling infrastructure backlogs such as housing, bulk services and maintenance that manifest into everyday service delivery issues that confront the CoJ residents daily.

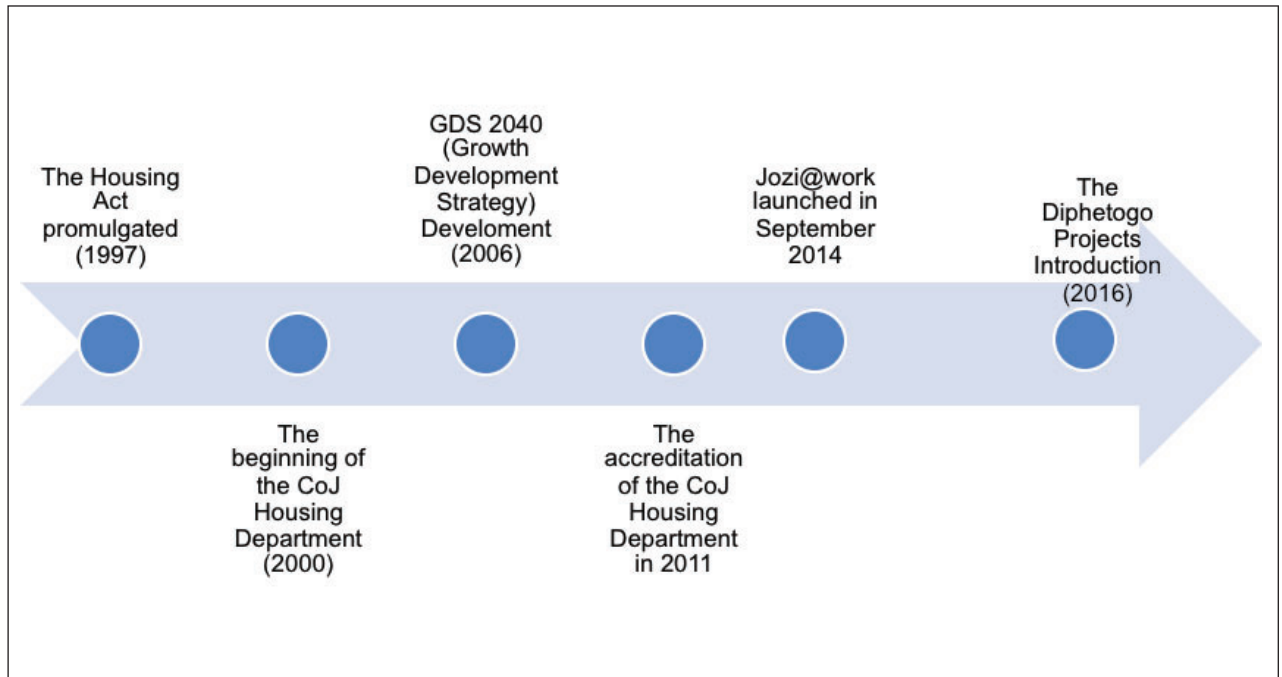


Figure 4: Significant Events
Source: Authors' Compilation

4. Human resources

4.1.1. Organisational structure

The high-level structure was approved in 2011, which was in line with the accreditation that the City of Johannesburg signed with the Gauteng Department Local Government and Housing. Below is a detailed structure was approved in February 2015. This structure is being amended due to omissions of positions at the lower level. The high-level structure below remains and is not affected by the amendments

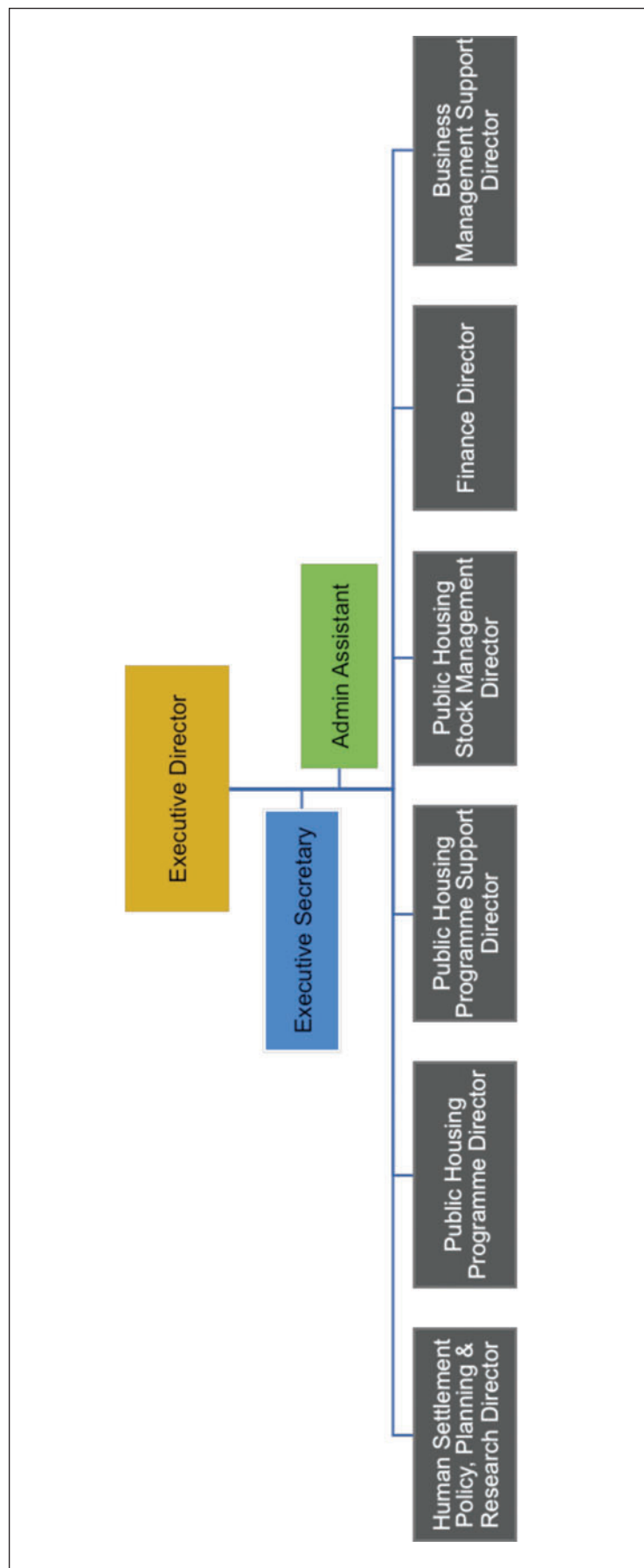


Figure 4: Organisational Structure
Source: CoJ Department of Housing, 2019

The CoJ has a centralised human resources system that oversees primary employee management functions from the main office including being the custodians of the Human Resources (HR) policies. Hiring and dismissal processes, training and orientation, pay and benefits and general motivational strategies are among the areas guided by specialists in the CoJ central HR office. The CoJ has mandated HR managers to their various departments citywide, including the Housing Department, to implement and monitor the HR policy daily within their respective department. The assigned human resource manager has dual reporting to the CoJ Group HR Executive and to the Housing Department Executive. Their duty is to implement, monitor and assist the Housing Department with HR-related matters and ensure that the department follows the correct HR policy-related processes.

The above structure is discussed in detail below:

4.1.2. Management team

The management team is divided into two, the senior management team (SMT) consisting of the executive director and the six directors and the extended senior management team (ESMT), which comprises the SMT plus the deputy directors and the assistant directors.

- a) The Executive Director is the head of department and the accounting officer of the department
- b) Business Management Support is responsible for business planning and budgeting; integrated development planning; performance monitoring and reporting; administration, archiving and record keeping; committee support (including petitions and public enquiries); management of contracts; compliance; project and business risk management; human resource administration (deals with the performances management); systems and processes.
- c) Human Settlement Policy, Planning & Research is responsible for planning, policy, systems, procedures; modelling and data; Intergovernmental relations (IGR) and donor mobilisation; housing information systems; new technology Research & Development; and development of policy implementation protocols.
- d) Public Housing Programme deals with public housing programmes and projects; provides access to affordable, safe and decent accommodation; upgrading of hostels; bulk infrastructure development (Urban Settlement Development Grant (USDG)); and Human Settlement Development Grant (HSDG) implementation
- e) Public Housing Programme Support supports the creation of sustainable human settlements by acquiring land for human settlement programmes and projects; packages human settlements programmes and projects; coordinates allocation, management of the housing subsidy system (HSS)
- f) Public Housing Stock Management undertakes property management; sales and transfers; rental housing; repairs and maintenance.
- g) Finance: ensures management of the Capex and Opex budget; is responsible for coordinating procurement; assets management; rent collection.

4.1.3. Training and development

The City of Johannesburg is committed to ensuring that all employees have or can acquire the required skills associated with their respective positions and functional areas to deliver on the City's service delivery mandate. The Group Human Capital Management (GHCM) was tasked with rolling out a skills audit for all employees within the City Group, which is the CoJ's core departments and municipal entities (MEs).

The skills audit exercise is undertaken in a phased approach to identify skills gaps for employees within the scope with subsequent training interventions to address such skills gaps. After the CoJ has finalised the skills audit project, the assigned committee will identify the skills gap and training interventions needed by the departments. Furthermore, the committee will consolidate the outcome and formulate a training plan to address the skills gap. The approved training plan will be forwarded to all CoJ departments through the HR managers responsible at the department's level, for the line managers to put forward the names and type of training required.

4.1.4. CoJ Housing Department headcount

The Housing Department's structure, approved in 2015 and amended in 2017, has a total number of 986 positions. The Department has a total staff number of 428 permanent staff members. There are 550 vacant positions, which is a 57% vacancy rate as of November 2018. The below table indicates the current capacity of the Housing Department as of January 2019.

Table 3: Headcount of the Housing Department

Categories	Approved (SAP)	Current filled	Vacancies
Executive Directors	1	1	0
Directors	6	5	1
Deputy Director	33	11	22
Assistant Directors	84	34	46
Managers	272	60	212
Skilled	398	150	247
Semi – Unskilled	192	164	28
TOTAL	986	420	556
Percentage	100%	44%	56%

4.2. Expenditure

The CoJ Housing Department has categorised its expenditure as capital expenditure (Capex) and operations expenditure (Opex).

- **Capex**

It is an amount spent to acquire or upgrade productive assets (such as buildings, machinery and equipment, vehicles) to increase the capacity or efficiency of the organisation for more than one accounting period.

In the case of the CoJ Housing Department, this expenditure is to ensure that communities have proper settlements. The department spends Capex on bulk infrastructure development, inner city upgrading, land acquisition and the upgrading of informal settlements.

- **Opex**

Opex is an ongoing cost of running an organisation. This expenditure covers the day-to-day expenses of an organisation. In case of the CoJ Housing Department, Opex covers the following expenses:

- Employee-related costs
- Repairs and maintenance
- Contracted services
- Other expenses, e.g. telephone expenses and petty cash

5. Internal Analysis

5.1. Micro-environmental analysis

Political	Economical
<ul style="list-style-type: none"> • The emerging strategic framework placing emphasis on (a) coordinated land acquisition; (b) densification and infill; (c) restructuring; and (d) more tenure options; and (e) linking housing delivery to economic development. • Emphasis on the upgrading of informal settlements, transfer of properties, and service sites • Intergovernmental relations • Change in political priorities 	<ul style="list-style-type: none"> • Increase of unemployment, especially the youth • Ever-increasing cost of developing a housing unit and infrastructure • Corruption limits service delivery
Social	Technological
<ul style="list-style-type: none"> • It is estimated that the City of Johannesburg will be home to 5.4 million people by the year 2020. • This means that more people have migrated into the province (city) more than any other. This places more burden on housing, services and infrastructure. • Increasing of new family formation also places a burden on housing delivery. 	<ul style="list-style-type: none"> • Pressure of the Industrial Revolution 4.0 on the Department to have an automated system for planning, budgeting monitoring, reporting and evaluating programmes and projects. • Support from National for alternative housing (alternate building materials).

Legal	Environment
<ul style="list-style-type: none"> • Illegal and legal evictions in the inner city requiring alternative accommodations • Management of land invasions 	<ul style="list-style-type: none"> • The introduction of the environmentally friendly way of building houses. • Provision of electricity in informal settlements off the grid. • Underground mining

5.2. Macro-environmental analysis

5.2.1. Situational analysis/SWOT analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> • <i>Experience in championing mixed housing development:</i> Able to conceptualise, package and implement mixed housing developments. • <i>The healthy relations with the stakeholders, (business, and civil society):</i> will enable the Department to shape patterns of delivery in a larger portion of the residential property market in line with the City's short, medium to long-term vision for housing in the City. • <i>Intellectual capacity</i> 	<ul style="list-style-type: none"> • <i>No strategic plan</i> The Department has not adopted a strategic plan as part of the housing chapter in the IDP. Integrated Development Plan (IDP). The department's business plan has not been able to strengthen budget optimisation. • <i>Weak organisational capacity & design</i> The decentralised approach for critical programme and project management has not worked. Weak accountability and oversight persists. Lack of a strategy has led to mis-aligned roles & responsibilities. • <i>Non-existent data management & 'no source of truth'</i> No data integrity, paper-based systems, non-existent data management leading to mal-administration, lack of financial oversight and system failure. • <i>Low morale, ineffective beneficiary management</i> Low morale, weak delivery due to a lack of standard operating procedures, weak systems and processes. Weak beneficiary management as a result of poor customer segmentation/ understanding. • <i>Continuous change of leadership</i> Leadership changes has resulted in change of implementation strategies in a short space of time affecting performance. • <i>Lack of a Team</i> Directorates are working in silos with no synergy and this results in efficiency being compromised.

Opportunities	Threats
<ul style="list-style-type: none"> • <i>Institutional review process</i>: to align capacities to expanded mandate resulting from accreditation and the City's priority programmes • Direct capital budget injection (<i>Urban Settlements Development Grant</i>) from National Department of Human Settlements: better planning/budgeting and faster housing delivery • Introduction of the <i>Finance Linked Individual Subsidy Programme (FLISP)</i>: critical instrument in attending to the gap market • The development of the Draft White Paper for Human Settlements, to improve delivery, that will culminate in the development of a Human Settlements Act in accordance with the government trajectory outlined in the NDP. 	<ul style="list-style-type: none"> • <i>Land markets</i>: the dynamics of land markets make for high initial and lifecycle costs for provision of housing; and contribute to unaffordable strategic land prices; amounting to continued location of low-cost housing projects in the periphery of the city. • <i>Affordability levels</i>: the available rental programmes are unable to cater for some sections of the low to middle income markets, allowing for informal delivery methods and finance to thrive. • <i>Procurement processes</i>: delays in the engaged procurement slows the pace (and shrinks scale by extension) of project implementation. • <i>Slow economic growth and rising unemployment</i>: ability to pay for housing and services; which will affect the revenue base of the City and capacity to deliver at scale and speed. • <i>High in-migration rates</i>: over and above the existing backlog, the growing demand places an added burden on the City to deliver on housing. • Corruption

6. Risk assessment

A risk assessment was performed to determine the risks that are facing the organisation in achieving its objective.

No.	Risk	Current Controls
1	Informal settlements in an undeveloped land.	Relocation of people to the existing projects.
2	Resistance of informal settlements residence to enumeration.	As and when meetings with the Leadership/ communities.
3	Non-availability of strategic land for integrated human settlement	The department identifies available land for development and do feasibility studies and package if viable
4	Construction of serviced sites developed collusion	Implementation Guideline Document, Vetting of interested parties, Vetting of interested parties

No.	Risk	Current Controls
5	Registration of title deed (subsidized stands and units)	Correct wrong registrations after they occurred
6	Title deeds not issued to correct beneficiaries	Issue call notes for the beneficiary to come and collect the title deed.
7	Limited ability to access suitable	Buildings acquired by JOSHCO/JPC
8	Limited ability to access suitable land	Now Using HDA
9	Nonperformance of contractors	Established a contract management section.
10	Increased number of informal structures within settlement .	Forged an agreement with the community to stop more shacks. Functionaries monitor informal settlements, keeping register of numbered shacks.
11	Lack of rent payment	Reactive maintenance currently in place Credit control and debt collection policy in place
12	Illegal occupation and subletting	Regularised process in place when tenants are changed

7. Internal value chain analysis

A municipality is in essence a collection of activities that are performed to design, market, deliver and support its service. Its goal is to provide quality services in such a way that they have a greater value (to communities). The added value can be considered as service delivery and is often indicated as 'margin'. A systematic way of examining all of these internal activities and how they interact is necessary when analysing the sources of competitive advantage. A municipality gains competitive advantage by performing strategically important activities more cheaply or better. Michael Porter's value chain helps disaggregating a company into its strategically relevant activities, thereby creating a clear overview of the internal organisation. Based on this overview managers are better able to assess where true value is created and where improvements can be made.

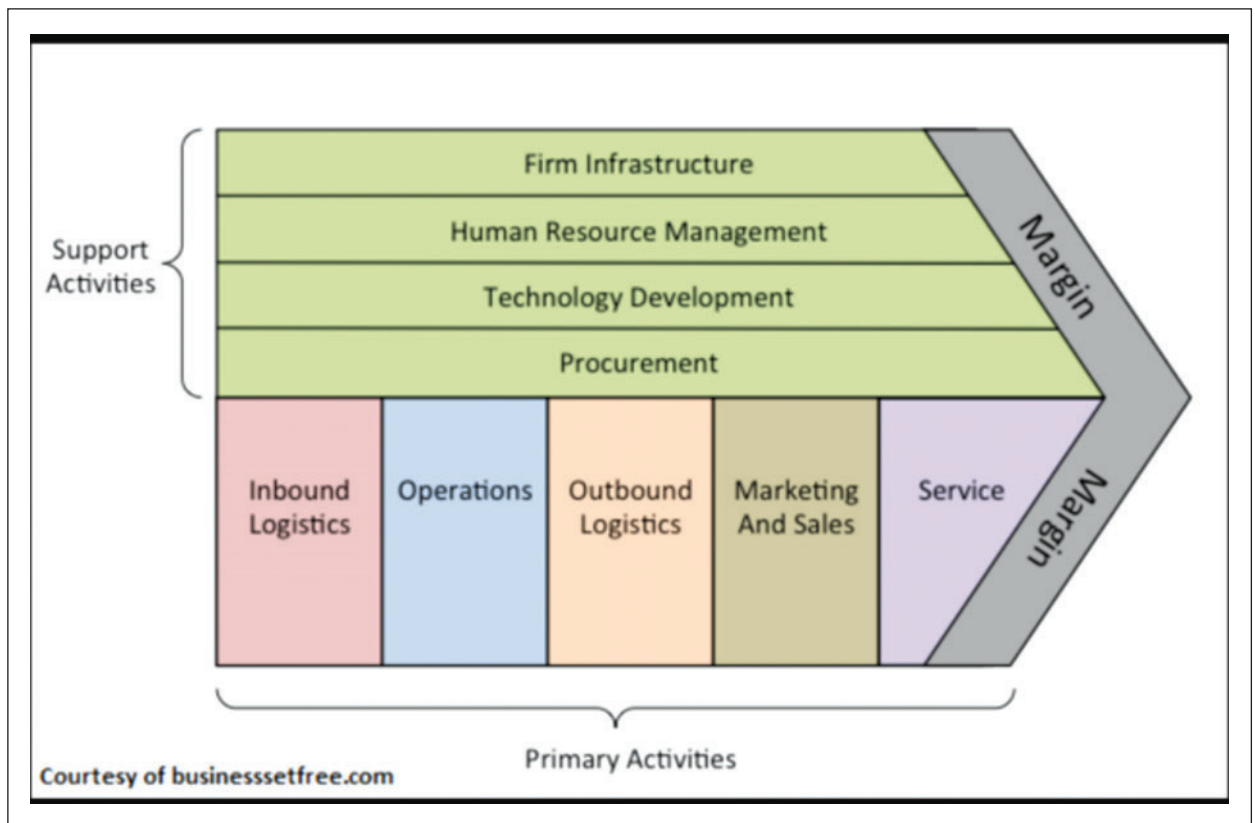


Figure 6: Example of Internal Value Analysis

Source: Businessfree.com

The value chain activities can be divided into two broader types: primary activities and support activities.

7.1. Primary activities

The primary activities include the five main activities that are directly involved in the design and delivery of the intended service. The five primary activities are inbound logistics, operations, outbound logistics, marketing & sales and service. Even though the importance of each category may vary from industry to industry, all of these activities will be present to some degree in each organisation and play at least some role in competitive advantage.

The first process of the CoJ Housing Department in the internal value chain is development of the housing plan for the year. This is performed by way of participating in the Integrated Development Plan process. In this process the Municipal officials go to the communities and engage them on their needs for the coming year. From this engagement, the CoJ Housing department will develop a plan for the year.

The second process is the supply chain process that is followed when procuring the service providers that will be assisting in building houses. In this process, CoJ Housing department develops specifications to ensure that all the needs are properly indicated. Normally the tender system is followed and the best supplier is chosen to assist in the building of houses.

The third process will be the contract management. In this process, CoJ housing Department ensures that contractors are appointed to build houses follow the specifications and all contractual terms and conditions. This process will run until the final product is produced, which is a house.

7.1.1. Inbound Logistics

Inbound logistics is where purchased inputs such as stationery and cleaning materials are often taken care of. Because of this function, it is also in contact with external companies such as suppliers. The activities associated with inbound logistics are receiving, storing and disseminating inputs to the product. For example: material handling, warehousing, inventory control, vehicle scheduling and returns to suppliers. In the CoJ Housing Department's case, contractors that are hired to build houses perform the inbound process. In this process, that inventory should be handled in a proper process. It has been noted that contract management personnel do not check this process as they should. This results in contractors ending up procuring substandard products.

7.1.2. Operations

Once the required materials have been collected internally, operations can convert the inputs in the desired service. The contractor hired will build the houses and produce the final product. The CoJ Housing Department will inspect if the housing is in good quality and built according to the design.

7.1.3. Outbound Logistics

Following final completion of houses, these still need to find their way to the home-owner. The activities associated with outbound logistics are building quality roads and houses to the communities.

7.1.4. Marketing

The fact that the service is rendered doesn't automatically mean that there are people willing to accept it. This is where marketing comes into place. It is the job of marketing officials to make sure that rate payers are aware of the service and are seriously considering it.

7.1.5. Service

Complaints from unsatisfied citizens are easily spread and shared due to the internet and the consequences on the organisation's reputation might be vast. It is therefore important to have the right customer service practices in place. The activities associated with this part of the value chain are providing a service to enhance or maintain the value of the service after it has been rendered.

7.2. Support Activities

The second category is support activities. They go across the primary activities and aim to coordinate and support their functions as best as possible with each other by providing purchased inputs, technology, human resources and various organisation wide managing functions. The support activities can therefore be divided into procurement, technology development (R&D), human resource management and firm infrastructure.

7.2.1. Procurement

Procurement refers to the function of purchasing inputs used in the organisation's value chain, not the purchased inputs themselves. Purchased inputs are needed for every value activity, including support activities. Purchased inputs include raw materials, supplies and other consumable items as well as assets such as machinery, office equipment and buildings. Procurement is therefore needed to assist multiple value chain activities, not just inbound logistics.

7.2.2. Technology Development (R&D)

Every value activity embodies technology, be it know how, procedures or technology embodied in process equipment. The array of technology used in most companies is very broad. Technology development activities can be grouped into efforts to improve the product and the process. Examples are telecommunication technology, accounting automation software, product design research and customer servicing procedures. Typically, Research & Development departments can also be classified here. In the CoJ housing Department there is minimal use of technology. Most of the processes are manual.

7.2.3. Human Resource Management

Human Resource Management (HRM) consists of activities involved in the recruiting, hiring (and dismissal), training, development and compensation of all types of personnel. HRM affects the competitive advantage in any organisation through its role in determining the skills and motivation of employees and the cost of hiring and training them. Some companies (especially in the technological and advisory service industry) rely so much on talented employees, that they have devoted an entire Talent Management department within HRM to recruit and train the best of the best graduates.

7.2.4. Firm Infrastructure

Firm infrastructure consists of several activities including general (strategic) management, planning, finance, accounting, legal, government affairs and quality management. Infrastructure usually supports the entire value chain, and not individual activities.

The CoJ Housing Department have a strategic session on an annual basis. The focus of their strategy is to serve the public of Johannesburg effectively and efficiently. The organisation structure is operation oriented. The other support functions are a complimentary section. As a government organisation that is focused on service delivery, there is not much focus put on making surplus. The focus is to make citizens happy concerning housing issues.

8. Strategic Implementation

8.1. Strategic outline

In today's global competitive environment, the service industry plays an increasingly important role in the economy of many countries; therefore, delivering quality service is considered an essential strategy for success and survival (Parasuraman et al., 1985). Improving service delivery is primarily about improving the effectiveness and efficiency in the way in which services are delivered. A report by the World Bank (2009) stated that the current cities are faced with many urgent challenges that have necessitated the implementation of new intelligent service delivery systems to tackle those problems. The reason for this strategy is that, in the developed world, cities are increasingly becoming the driving forces of their national economies, for example Tokyo, Paris, Zurich, Prague and Oslo all produce about a third of their countries' GDPs (World Bank, 2009).

More so, a complex combination of strategies is needed to ensure that service employees are willing and able to deliver quality services and that they stay motivated to perform in customer-oriented, service-minded ways.

- Continuous motivation of employees to be customer-oriented will enhance service quality. In order to build a customer-oriented, service-minded workforce, organisations must hire the right people, develop people to deliver service quality, provide the needed support systems, and retain the best people (Jooste, 2008).
- In 2003, the Economic Commission for Africa (ECA) states that the public sector plays a crucial role in national development. To remain viable, efficient and effective in responding to the dynamic needs of the citizen, it has to embrace strategies that can enhance improved productivity and the quality of services delivered. It outlined a number of strategies that can be adopted by African governments to enhance public sector performance.
- These strategies that touch on key requirements for improving the public sector in general and service delivery in particular, are based on the concept of a 'lean' government. This means a government that is run in partnership with all stakeholders, and one that focuses on promoting the advancement of the private sector and citizens through a well-managed policy and regulatory environment. The major strategies for improving service delivery as outlined by ECA (2003) are total quality management, organisational strategic management, training and development, and the Lean Six Sigma strategy.

8.2. Human Resource Strategic Suggestions

8.2.1. Training and development

The CoJ Housing Department invests substantial amounts towards the training for their staff every financial year. It is therefore important for the training to show returns to the Housing Department. Despite the Housing Department providing a range of training to its employees, it has been noted that there are no interventions and assessments done after training has taken place to ensure that employees are performing much better or have made a significant change after they have attended training. It is therefore recommended that line managers should start tracking the skills application as follows to ensure that trained officials are able to effectively implement the skills they have learned in the real work environment:

- Complete an evaluation form at the end of training to capture participant reactions in order to assess if the training was of value or not to the employee.
- Training does not start and end in the classroom. The department must provide a learning environment where employees are encouraged to develop new skills, acquire knowledge and strive for self-development.
- The Housing Department should also have an in-house training programme at the start of the employment to ensure that the new recruits understand their responsibility and how do they impact on the strategy on a broad scale
- The HRM department must engage employees even before training is conducted by soliciting feedback, suggestions and ideas. Employees show greater acceptance if they set their own objectives and recommend training based on their specific needs.
- Create a dynamic training portfolio that uses a variety of methods to deliver its learning objectives. The Housing Department can make use of techniques such as micro-learning or use different audio-visual elements in your eLearning provision.
- Training is now more accessible with technology; the department can use online courses to make training easier and less costly for their employees.
- The department can also use other training tools that do not cost anything, such as mentoring, on-the-job training and shadowing.

8.2.2. Capacity Building

The strategy to enhance CoJ Housing department capacity has three components, namely:

- Building the analytical, interpretive and evaluative capabilities of the region. This is needed to enable it to understand issues and trends and proactively intervene and support municipalities with appropriate programmes of action.
 - Developing a flexible basket of capacity-building programmes aimed at enhancing local capacity.
 - Developing a comprehensive monitoring programme will assist the Department adjust its programme of support to maximise impact.
- a) A well-functioning amalgamated department capacitated to deliver to develop a department that is adequately staffed, skilled and motivated to deliver on its mandate. This includes
 - o Fine tuning of the reorganisation of the department to meet its mandate
 - o Developing a team-based approach to projects
 - o Applying recruitment, selection, training and career development processes that are in line with legislative imperatives and departmental objectives
 - o Becoming a learning organisation with strategic planning and management competence.
 - b) Unlocking resources: Identify and draw on the City's resources and assets to advance housing initiatives and create new opportunities. CoJ Housing Department can consider creating an Interdepartmental Committee to coordinate internal components of this strategy.
 - c) Informing action: Raise awareness and educate the impact that housing needs has on our community's health, sustainable growth and economic security. Increase the understanding of services provided by CoJ Housing Department, housing need, and associated best practices.

8.3. Finance Strategic Suggestions

8.3.1. Public-private partnerships (PPPs) to reduce housing funding

Within the context of declining government funding for affordable housing in South Africa, relying solely on government subsidies to deliver housing for low-income households is unsustainable. From the analysis of the sources of the income to develop housing, it has been noted that CoJ Housing Department Capex is funded by government or they obtain loans from the financial institutions.

The CoJ Housing Department should change their housing finance model. They should collaborate with the financial institutions to assist in funding some of the low-cost housing projects. This will free up some of the public money for other activities. The private sector has a tremendous amount of skills, resources and experience to offer the affordable housing sector. It is also flexible, innovative and better able to absorb and provide necessary skills. In the PPP process, the municipality (CoJ) Housing Department should free up the land for the private sector to in develop affordable housing. Below is the process:

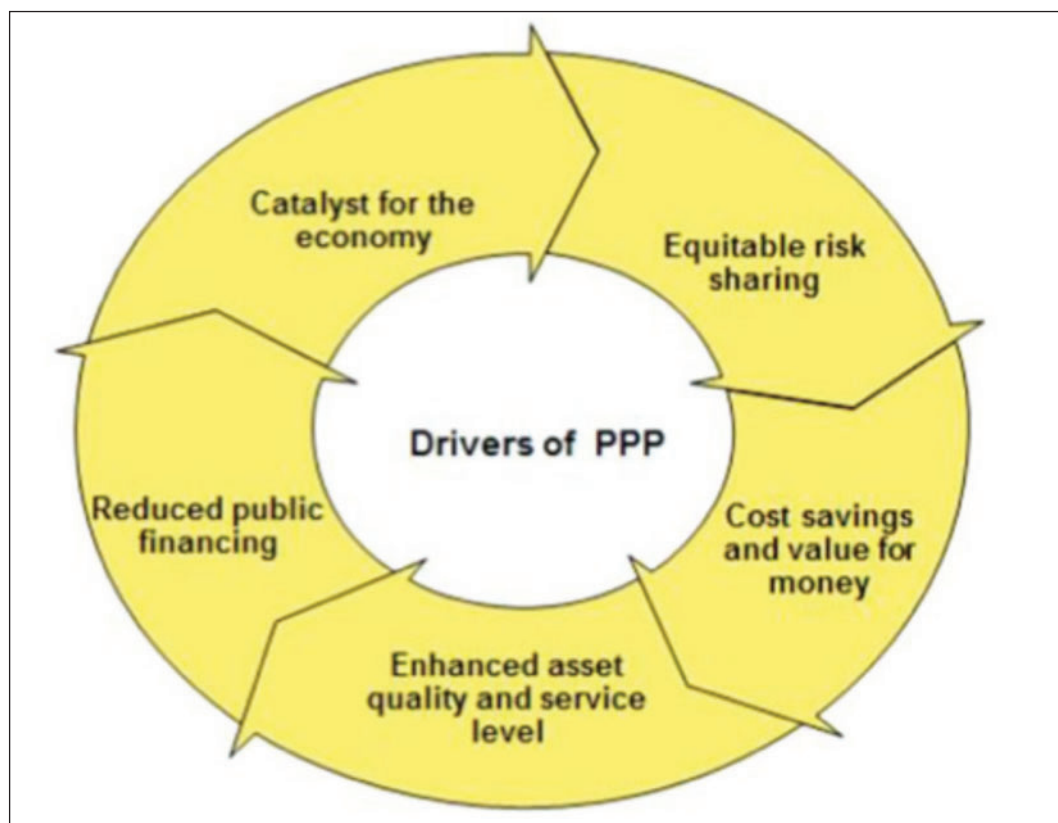


Figure 7: PPP Process

Source: www.transport.gov.za

8.3.2. Optimising current sources of operations income

The CoJ Housing Department has limited sources to fund the operations budget. The current operational budget and the medium-term operation budget indicate that the CoJ Housing Department will be operating on a deficit. Although the City of Johannesburg finance department can provide the department with money to assist them in paying their operational expenses, it is important for the department to source its own funds where possible.

The current sources of operational income for the department are the following:

- Rental of facilities and equipment
- Interest earned outstanding debtors
- Transfers and subsidies
- Other revenue

8.3.3. Optimising the rental income

The CoJ Housing Department has facilities that are managed by Johannesburg Property Company (JPC). JPC is a City of Johannesburg-owned entity and they collect the revenue on behalf of the CoJ Housing Department. The revenue that JPC collect is not monitored by the CoJ Housing Department representatives. The CoJ Housing Department should put monitoring tools to ensure the money that JPC is collecting is accurate. These representatives should ensure that the maximum amount is

channelled to the department. One of the CoJ strategic objectives should be the collection of the revenue from all the sources that they have. The CoJ Housing Department's objective is not primarily to generate revenue but it should also ensure that it always has proper revenue to cover its operation expenses.

8.4. Operations Strategic Suggestions

8.4.1. Inter-governmental engagement

Intergovernmental relations are conventionally defined 'as important interactions between governmental units of all types and levels.' In this audit, intergovernmental relations are defined as an interacting network of institutions at national, provincial and local levels, created and refined to enable the various parts of government to cohere in a manner more or less appropriate to our institutional arrangements. It is an evolving system of institutional co-operation that seeks to address the relations of equality and interdependence as defined by the Constitution.

Some of the audits have established that government is the owner of most of the land in South Africa. The CoJ Housing Department should establish a relationship with other government entities to determine whether they are fully utilising the land that they own. If the land is not fully utilised, CoJ should negotiate with the entities to free the land for citizen occupancy.

It is recommended that CoJ housing should set up a team that should identify all land that is currently not being utilised and determine the owner of the land. If the free land is owned by a government entity, they should start to negotiate with the entity. This land should be ring-fenced so that people cannot occupy it before it is developed.

8.4.2. Using technology to improve public participation

Social accountability tools (such as online blogs, forums, and discussions) provide a platform for large-scale citizen review, feedback, and dialogue related to public sector policies and services. This can be conducted through up-to-the minute news, meeting notes, postings, data, images, and so on. These multiple-format mechanisms offer new barrier-free models of public participation in which real-time collaboration, experience sharing, and participation are becoming the norm. This enables authorities to constantly remain in touch with some of the people to make governance more effective and representative.

The CoJ Housing Department should inform the public about various events that are happening in the department. The public should always keep abreast with the following:

- IDP process and the prioritisation process.
- Housing list and how housing beneficiaries are selected
- The budget process
- Progress report on the projects that are under way

What is indicated above are some of the issues that the CoJ Housing Department should communicate and engage with communities. We recommend that CoJ Housing Department should have a social accountability application so that the public can raise all housing-related issues. This platform should be interactive and user friendly.

8.4.3. Quality management system in contracting of houses

Quality assurance is the planning and systemic activities implemented in a quality system to fill quality requirements. Therefore, quality assurance is looking at the quality requirements and planning to meet the requirements. Quality control is the hands-on part of quality assurance. It is the observation of techniques and activities used to fulfil the requirements and plans set forth by quality assurance. Currently, the CoJ Housing Department does not have proper quality system management in the process. The organisation did not put checks and balances to ensure that they produce quality products.

In the housing building process, the organisation depends on the National Home Builders' Registration Council (NHBRC) to check that contractors are providing quality houses. Although NHBRC is the homebuilder regulator, over the years it has been proven that most of the construction firms have been building substandard housing. This has been happening mostly in the contracting of RDP houses.

We are recommending that the CoJ Housing Department should develop quality system management in the house construction process. Their system should adhere to International Organisation Standardisation (ISO) 9001. Management of the CoJ Housing Department should seek an audit to determine that they obtain ISO 9001. This should be one of the strategic goals as a department.

8.4.4. Standards and norms for informal settlement development

One of the South African Government's greatest challenges stems from the fact that informal settlements continue to grow faster than the rate of low-income housing delivery. The need, therefore, for in-situ informal settlement upgrade is paramount. The City of Johannesburg Housing Department is tasked with the responsibility to develop all the informal settlements.

The CoJ Housing Department does not have standards on how to prioritise the development of the informal settlements in the city. Currently, they develop the informal settlements based on the political requirements. Since informal settlements are mushrooming in the City of Johannesburg more frequently, CoJ housing should set standards on how they should be prioritised for development and what services should be provided by the City of Johannesburg.

8.4.5. Communication and stakeholders

The key instrument in the municipal planning framework is the IDP required by all municipalities in terms of section 25 of the Municipal Systems Act. Municipalities are required to produce five-year IDPs that are updated annually. These plans are intended to coordinate planning across departments within a municipality (and between spheres of government), to introduce citizen participation in the planning process and to allocate resources to political priorities. They are therefore critical to human settlement planning and theoretically serve to institutionalise the type of multispectral thinking and planning necessary for the delivery of the housing department.

Because the IDP plays an important role in determining the needs of the community they can be well budgeted for and delivered. Due to a low number of community members who turn out at this public participation, it is then found that the needs of the entire ward or community are not addressed. It is therefore recommended to the municipality that they hand deliver pamphlets in each household within the City outlining the importance of the participation meeting and also the point of discussions to be discussed at the meeting so that the ward or community can be well represented.

The Department of Housing can also work on better understanding the needs of each ward, strengthening its communication between the community and the regional heads within the regions to get a clear picture of what should be on the IDP.

A good communications strategy is essential for any organisation to get important information out to its residents and to receive information to better the services offered. Understanding what communication channels and tools are available to a City of Johannesburg Housing Department, and which are used by community members, is essential for making sure that a city gets word to its entire audience. The way people get their news varies from traditional forms of media, to word of mouth, to social media and other online sources. Municipalities need to be where the public is. This action points to towns that survey residents to find out which channels they use, and develop a communications strategy around the responses, as well as make their municipal websites easy to navigate with essential information posted.

The communication channels must be used and the website, messaging platform, radio adverts must be maintained on a regular, ongoing basis. Because technologies change so quickly, a city must submit updated information constantly.

A good communications strategy will aid in relationship building and restoring trust between residents and the city through strategies that engage the public in determining which channels should be used and what information is most necessary. A traditional news bulletin is a great way to share important information and breaking news to the public for the housing department, because the majority if not most of the people who require these services are disadvantaged or cannot access most electronic platforms. If it is promoted well, it can be the go-to location for people to find updates and alerts.

Local commercial/non-profit media such as regional and community newspapers and online news sites, municipally controlled mailing and email lists, as well as municipally controlled blogs can be used to reach out to the audience. More and more organisations are getting in on the mobile app revolution. With a growing percentage of people using smartphones each year, this is a great way to reach a broad base within a community. The CoJ can use mobile apps to share updates on public meetings, town-wide events, alerts, etc.

Traditional community posting boards can be found throughout the city at the library, community and senior centres, hospitals, municipal hall, etc. Such platforms are typically for community members to share ideas, to serve as neighbourhood watch, and as virtual garage sales. But more recently, in places where community members are present on such platforms, public safety departments and governing officials have begun participating to post updates and news.

CoJ should take into consideration the demographics of the city, including age, cultural, and geographic factors, as well as existing community-based networks, etc. to better understand a community's audiences and which communication channels are most accessible to them. Incorporate additional public communication channels relevant to such audiences on the list. Establishing an internal communications or social media policy is a good idea. Rather than responding to an employee representing the town in a negative way through one of many communication platforms (whether traditional or digital), it would be beneficial to be proactive about what type of conduct is and is not acceptable. Philadelphia's social media policy is a good model that outlines conduct and standards for staff representing the City via social media platforms. The Institute for Local Government links to various sample social media policies. Victoria, Australia, developed a creative four-minute video and hand-out that explain their employee social media policy.

The CoJ Housing Department may want to survey residents to inform the communication strategy and website overhaul. The purpose of such a survey would be to find out the communication channels residents in the City of Johannesburg are currently using and would likely use to get news, and the reasons they have visited the municipal website, as well as information that was/was not found.

This can be done through a simple email, a questionnaire, survey or polling tool shared through email or mobile phone, a scheduled “live” chat over Facebook or Twitter or commenting application on the website.

CoJ Housing may want to establish a municipal committee to assist in the coordination of the inventory, dissemination of information on an ongoing basis, survey the public on useful communication channels, etc.

Visual aids: There are various methods, such as infographics and maps that can tell a story in an easy-to-understand way and make public communications more effective.

In acknowledging that communication is the overall responsibility of the City of Johannesburg, it is recommended that champions from the mayoral committee be appointed for the communication portfolio to ensure effective monitoring and evaluation of processes pertaining to communications. The following is also recommended:

- Training of municipal communicators as well as political principals (in particular ward councillors) on communications must be prioritised;
- Workshops for communicators to inform them of composition, policy, role and function;
- Establishment of operational local communication forums with representation by ward committees.
- Ward committees should always be part of the municipal communication strategy;
- COJ Housing Department should ensure that ward committees are consistently provided with communication material
- Local municipalities should build up a profile of each ward/database and develop communications strategy based on such research.

8.4.6.A pro-poor approach

A pro-poor approach requires that aspects such as livelihood creation, and use of housing opportunities as an asset be explored in housing options. The realities of unemployment, temporary employment and informal employment must be considered. The migratory status must be accounted for in the strategy. Importantly, post-occupancy support must be addressed in a strategy that aims to focus on housing provision for poor, vulnerable and marginalised households. Such support has proven a critical success factor in those housing options that have catered to the needs of poor households in the region.

8.4.7.A partnership approach

Delivery of housing cannot be solely be undertaken by the state. The plan considers the appropriate roles for the state and private actors. In housing, this approach is crucial. The housing delivery of the private sector far outstrips that of the state in the Inner CoJ Housing Department. Moreover, the private and NGO sectors have achieved the greatest success in moving downmarket in housing. Nevertheless, there are severe constraints and shortcomings and housing options, for the very poor remain largely informal. A future strategy must provide for strong consideration and enablement of private and public housing efforts. The incentivising of private providers to go further down market needs to be explored and pushed further. The City's contribution to the housing need, including the need for services, must be boldly and decisively committed.

8.4.8. An inclusive approach

Gauteng is a residential space for people who have lived in Johannesburg for many years and for those who are newly arrived; people who live there permanently and people who transient stay in the space for a few days or weeks at a time; South African citizens and foreign-born residents; people who have full residency status and people who are seeking asylum. All of these people need safe and adequate shelter and this strategy needs to accommodate their needs. Programmes implemented within this strategy need as far as possible to include who chooses to make Johannesburg and Gauteng their home.

8.4.9. Promotion of choice

There are multiple housing conditions, spatial conditions and contextual considerations in the delivery of appropriate housing options in the region. This plan examines and advocates a range of housing options to cater for the range of needs of those who might require permanent or short-term accommodation.

8.5. Marketing Strategic Suggestions

8.5.1. Staff participation

The CoJ staff should be involved in the implementation of this action, including the municipal clerk or public records custodian (likely to be the lead), the IT coordinator or web professional, and/or the staff member who is responsible for public communications.

A list of all public communication channels available to the CoJ and being used by residents should be developed. A good practice would be to keep a list of the relevant web addresses and contact information (i.e. Twitter handle, Facebook, Instagram) for CoJ communications' channel. Consider the following channels and any others that may be available within the community:

- Firstly, internally within the department – between different directorates, between management and staff and between the Ministry and the department – effective communication is required to ensure all staff are informed and capacitated to make the required linkages needing to be addressed.
- Secondly, effective communication mechanisms between the department and other spheres of government – provincial departments, local municipalities and national departments – is required.
- Thirdly, communication with the public through the existing Johannesburg channels and the customer help desk. Accessible customer care and training of all staff in the principles of customer relations and Batho Pele requires continual updating.

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Research : The Occupancy Audit Study

Author : Moyahabo Mabala

Credentials/function : Human Settlements

Year of conducting of study : 2020

1. Background

The City of Joburg Housing Department in 2019 conducted its first RDP occupancy audit in Pennyville as a pilot study. The occupancy audit was conducted as a result of an audit finding by the auditors that some of the beneficiaries that have signed the happy letters are not on the HSS portal. The auditor has found that some of the beneficiaries on the Department allocation lists and those that have received happy letters were not indicated as approved on the HSS portal.

The main purpose of conducting an occupancy audit study was to verify rightful beneficiaries to the allocated units. From the pilot study conducted in Pennyville the results demonstrated that there are elements of unlawful occupancy in some of the RDP units which led to rolling out the occupancy audit to all RDP units that are less than 8 years in the City. A total of 15 261 RDP units were targeted to be enumerated. The targeted regions for the project were regions A, C, D & G. The table below shows the regions, projects and number of units that were targeted for the occupancy study.

Table 4: Regions and projects to be enumerated

REGION	PROJECT	Number of Units	Total
A	Commercia	209	2000
	Diepsloot	94	
	Ivory Park	1380	
	Rabie Ridge	317	
C	Cosmo City	647	5596
	Doornkop Phase 2	98	
	Fleurhof	4684	
	Leratong Village	46	
	Malibongwe Ridge	57	
	Matholesville	57	
	Sol Plaatjie	7	
D	Devland/Golden Triangle	1140	2579
	Elias Motsoaledi	431	
	Klipsruit	405	
	Kliptown	49	
	Lufhereng	554	
G	Driezek	808	6886
	Finetown	510	
	Kanana Park	389	
	Lehae	822	
	Orange Farm	793	
	Poortjie	182	
	Stretford	831	
	Thulamntwana	855	
	Vlakfontein	1261	
	Weilers Farm	435	

2. National lockdown

The occupancy audit was scheduled to run from the weekend of the 8 February 2020 until the 28 June 2020. The above time frame was only to cater for fieldwork part of the audit that is data collection, data capturing and data editing. The occupancy audit data collection, capturing and editing was conducted only on weekends by employees of the housing department in the form of overtime work. Permission and approval to work overtime and overtime payment respectively were granted by the Acting Executive Director before commencement of the project.

After only doing fieldwork for 9 days that's 5 days in February and 4 days in March, the President Cyril Ramaphosa on 15 March 2020 declared a national state of disaster in terms of the Disaster Management Act, 2002 in response to the outbreak of Covid-19, otherwise known as the Coronavirus. It was after this announcement that the City took a decision to suspend all non-essential services which included the occupancy audit fieldwork in order to curb the spread of the Covid-19 virus. On the 21 March 2020 the President then announced that the country will be under lockdown for a period of 21 days starting from the 27 March 2020.

It was at this stage that a decision was taken to completely end fieldwork of the occupancy audit and capture all the data that we have collected thus far. At the time of this decision the following targeted projects had been partially enumerated:

Region A

- Commercial
- Diepsloot
- Ivory Park
- Rabie Ridge

Region C

- Sol Plaatje
- Fleuhof

No project had been enumerated in region D and G at the time when the country was placed under lockdown.

3. Study methodology

This study is cross sectional in nature and used both primary and secondary data. The secondary data that was used in this study included the Department of housing annual performance reports for the years between 2013 and 2018. These reports were used to get the number of RDP units completed during the mentioned time period. The other important secondary data that was used in this study is the stand list for all the projects included in the study. The stand list was used during enumeration, to direct the fieldworker to the right location/address. Thirdly the study also made use of the HSS data in order to verify that indeed the person listed on the questionnaire is that one that was allocated a unit by the City. However, there was no latest available data to address some of the study objectives, which led to the collection of primary data.

For the primary data, we used a face-to-face interview approach. Where the fieldwork administered the questionnaire to the respondent. The questionnaire was developed and tested in-house. However, after collecting data in region A the questionnaire was reviewed and new items were added to the questionnaire. The new questionnaire was to be used for the rest of the regions. The questionnaire had three sections. Section A collected information about the head of household, Section B in case the head of household is not the owner then they will have to provide information of the owner in this section. Lastly Section C collected information about the condition of the unit.

A total of 84 fieldworkers (all of which were housing officials including officials from the regions), worked in the form of over time to enumerate the identified projects, they also helped with the data capturing. The fieldworkers were trained on both the first questionnaire as well as the revised questionnaire.

4. Sample Size

The sample of the study was informed by the annual performance reports of the department, obtained from the monitoring and evaluation sub-directorate under the Business Management Support directorate. The sample for this occupancy audit was all the RDP units that were completed within the last 8 years at the time of the study that means all RDP units that were completed between 2013 and 2020. The report indicated that there were 15 261 RDP units that were completed in the past 8 years in regions A, C, D and G

Table 5: Number Units per region

REGION	Total
A	2000
C	5596
D	2579
G	6886

However due to Covid-19, we had to discontinue the fieldwork and could not enumerate regions D and G. Not all identified projects in region A and C were enumerated.

Table 6: Names of enumerated projects

REGION	PROJECT	Number of Units as per the Annual Report	Number of Units as per the Stand list
A	Commercia	209	50
	Diepsloot	94	138
	Ivory Park	1380	286
	Rabie Ridge	317	153
C	Fleurhof	4684	837
	Sol Plaatjie	7	2560

The annual performance report of the department only provided us with the name of the project and the number of units completed in that particular year. In order to get the actual unit, or the location (address) of the unit we had to engage the project managers of those projects and ask them for a list of the stands that were completed in those projects between 2013 and 2020. In all the projects the list of stands completed between 2013 and 2020 did not correspond with what has been reported in the department's annual reports. In some cases (Sol Plaatjie is one example) the stand list was provided also included stands that were completed outside the 8 years period.

The table above shows the difference between what is in the department's annual reports and the stand list provided by the Project managers in the regions. In Fleurhof it was noted that only 837 units of the 4684 have been allocated and the rest of the units are either invaded or not yet allocated. A decision was then taken to visit the units that are on the stand list for each of the projects.

5. Data handling

A questionnaire to collect data was developed, after collecting data in region A the questionnaire was reviewed and new items were added to the questionnaire to be used in the rest of the regions. Based on the two questionnaires used to collect data in region A and region C, two separate data capturing templates were developed. The two data excel capturing templates were merged during the data analysis stage of the occupancy audit. The data was captured by the housing officials as part of overtime work until the announcement of national state of disaster which led to the national lockdown and no overtime work was allowed to be carried out. All the outstanding capturing had to be shared among 4 of the human settlement policy, planning and research officials and 3 interns to be captured during the lockdown. The data was cleaned and all duplicates were removed before the merging of the two data sets and the analysis. The analysis of the data was done using Microsoft Excel.

6. Community entry

For all the projects identified in the study, communication was sent to the ward councillor of that particular ward through the Member of the Mayoral Committee (MMC) office as part of community entry and informing the ward councillor of the study and when the fieldworker will be enumerating the area. However, in the case of Fleurhof the ward councillor did not reply to any of our communication. While busy with the enumeration in Fleurhof there was an enumeration of a block of flats that was believed to have been invaded and the residents quickly mobilized each other and fieldworkers were told to leave as they were not informed by their ward councillor about their visit. After this incident, Johannesburg Metropolitan Police Department (JMPD) was also notified and requested to be present in each project during the enumeration.

7. Study limitations

The study relied on the information given by the occupant. There was no on-site information verification, as the department used manual questionnaires to collect data. There were a number of units where the occupants were not available during enumeration. In some cases, a revisit was done to units where the head of household was not available during the first visits. It was noticed that when the team arranged a revisit the occupants of the house would organize that the owner be available when the team visits again. There was trouble with enumerating units that were believed to have been invaded as the occupants of these units refused to participate in the study.

Due to the Covid-19 pandemic the fieldworkers were not able to enumerate all the units that were targeted for this study. All fieldwork activities had to be suspended to curb the spread of the virus. Only 6 of the 26 identified projects were enumerated. For this reason, this study cannot be used to infer to other projects not included in the sample.

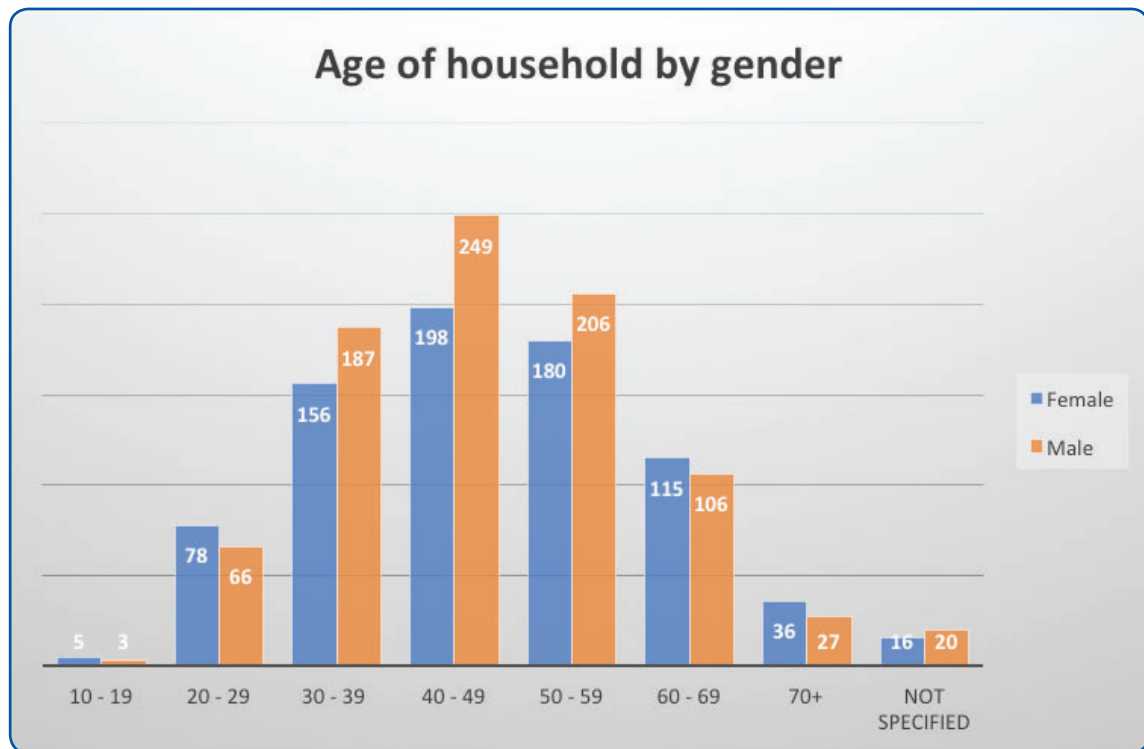


Figure 8. A picture of a unit in Rabie Ridge where no RDP was built.
Source: Authors' images

8. Study findings

This section presents the findings of the occupancy audit that was conducted in region A and C. The findings includes the demography of the head of household, the condition of the property as well as rental and selling value of the property.

Figure 9: Bar-chart of age of household by gender



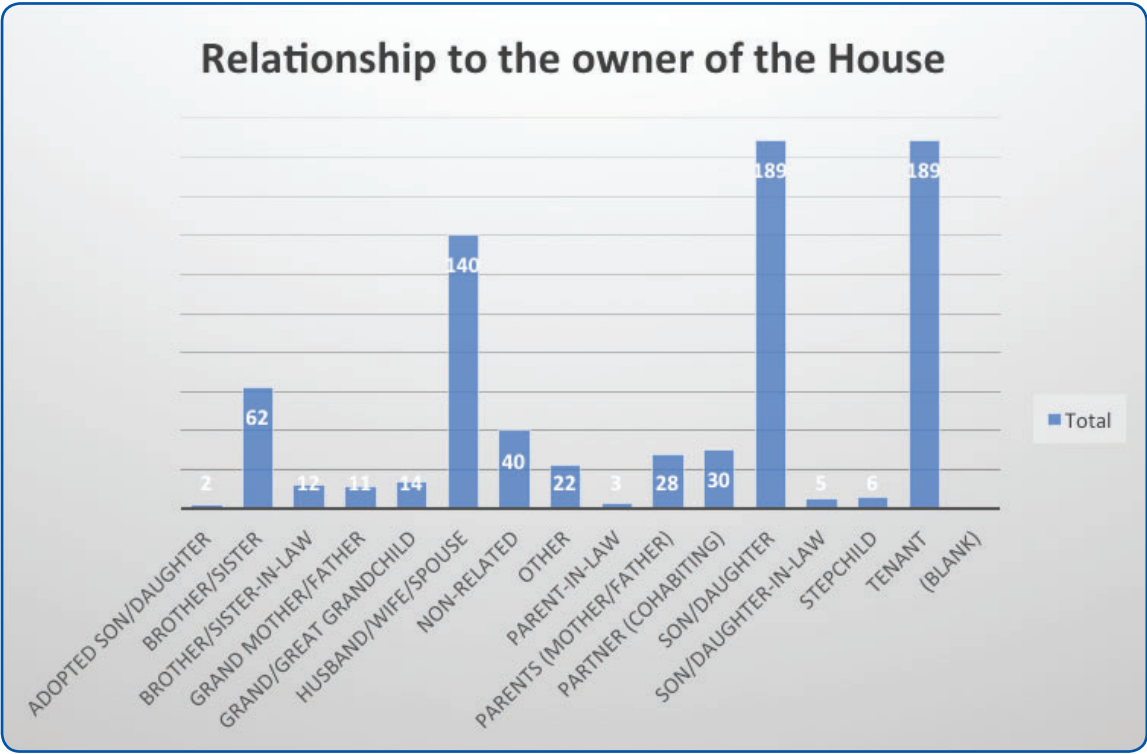
The above bar chart shows the age of the head of household according to their gender. The highest number of the head of household are in the age range 40 – 49, there are 249 males in this age group and 198 females. There are more males than females in the age groups 30 – 59. There are only 36 and 27 female and males respectively that are over the age 70. A total of 36 respondents did not specify their ages

Table 7: Residing of the owner

Labels		Is the head of household the same as the owner?			
		No	Not Specified	Yes	Grand Total
Does the owner reside in the unit?	Deceased	162	4	17	183
	No	362	9	19	390
	Not Specified	15		43	58
	Yes	87	3	891	981
	Grand Total	626	16	970	1612

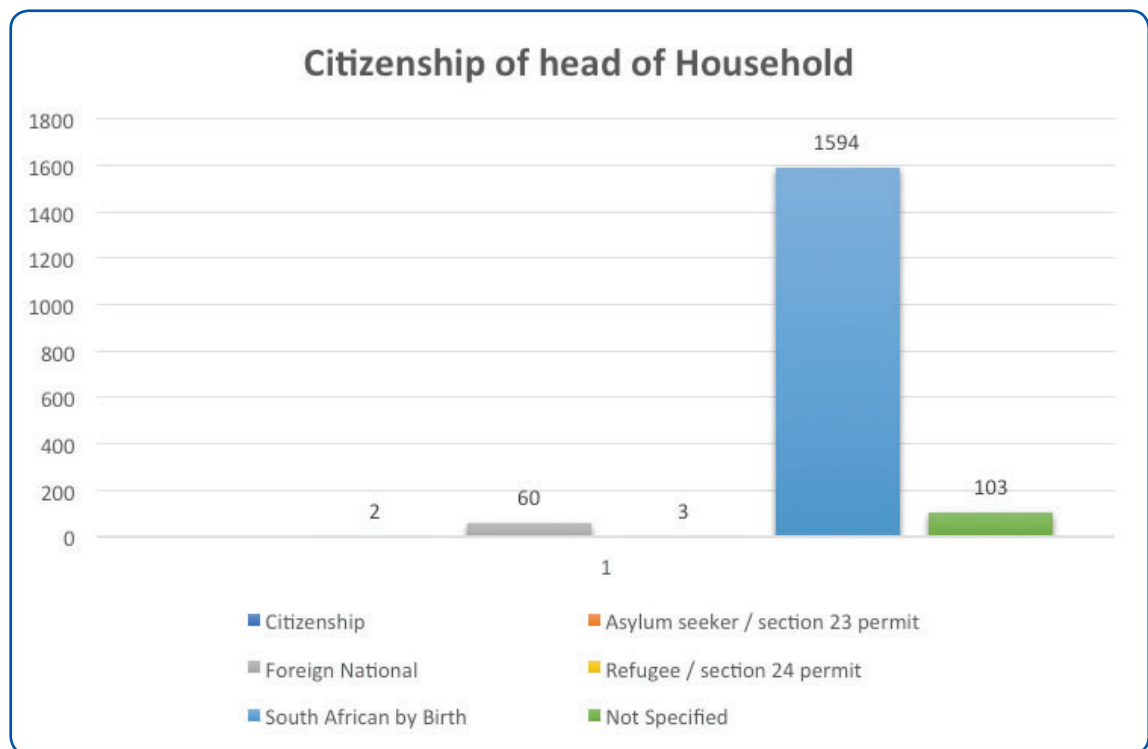
Respondents were asked if the head of household being the person interviewed is the actual owner of the house and where whether the owner of the unit reside in the unit. The table above shows the responses to the two questions. 183 respondents reported that the owner of the property is deceased, of which 162 of them reported that No, the head of household is not the owner of the unit. 390 respondents reported that the owner of the unit does not reside in the unit and only 981 reported that the owner still reside in the unit.

Figure 10: Bar chart showing relationship to the owner



The above chart shows the how the respondent is related to the owner of the house. 189 respondents reported that they are tenant in relation to the unit owner and another 189 reported that they are biological children (either son or daughter) of the unit owner. 140 respondents reported that they are legal partners (husband/wife/ spouse) of the owner of the unit. A further 40 respondents reported that they are not related to the property owner.

Figure 11: Bar-chart showing the citizenship of the head of household



The above bar chart shows the citizenship of the head of household. The highest number of head of household are South African by birth followed by 103 who did not specify their citizenship. A total of 60 head of household reported that they are foreign nationals while 2 and 3 reported to be Asylum seekers/ Section 23 permit holders and refugee/ section 24 permit holders respectively.

Table 8: Employment status

Status	0 - 3500	3501 - 7500	7501 - 22000	22001+	Not Specified	Grand Total
Causal Job (Piece Job)	83	5				88
Employed Full time	182	163	40	2	21	408
Employed Part time	101	11	1		3	116
Not Specified	37	3	2			42
Pensioner	188	8			6	202
Self Employed	55	15		1	4	75
Unemployed	621	11	3		46	681
Grand Total	1267	216	46	3	80	1612

The cross-tabulation above shows the income level according to the employment status of the respondents. The highest number (1267) of respondents reported that they are earning between 0 – R3500, of which 621 of them are unemployed and 188 of them are pensioners. There are 216 respondent that reported an income between R3501 – R7500, of which 163 of them are employed full time and 15 are self-employed. Only 46 respondents reported an income between R7501 – R22000, of which 40 of them are employed full time. 3 respondents reported an income above R22001 and 80 did not specify their income.



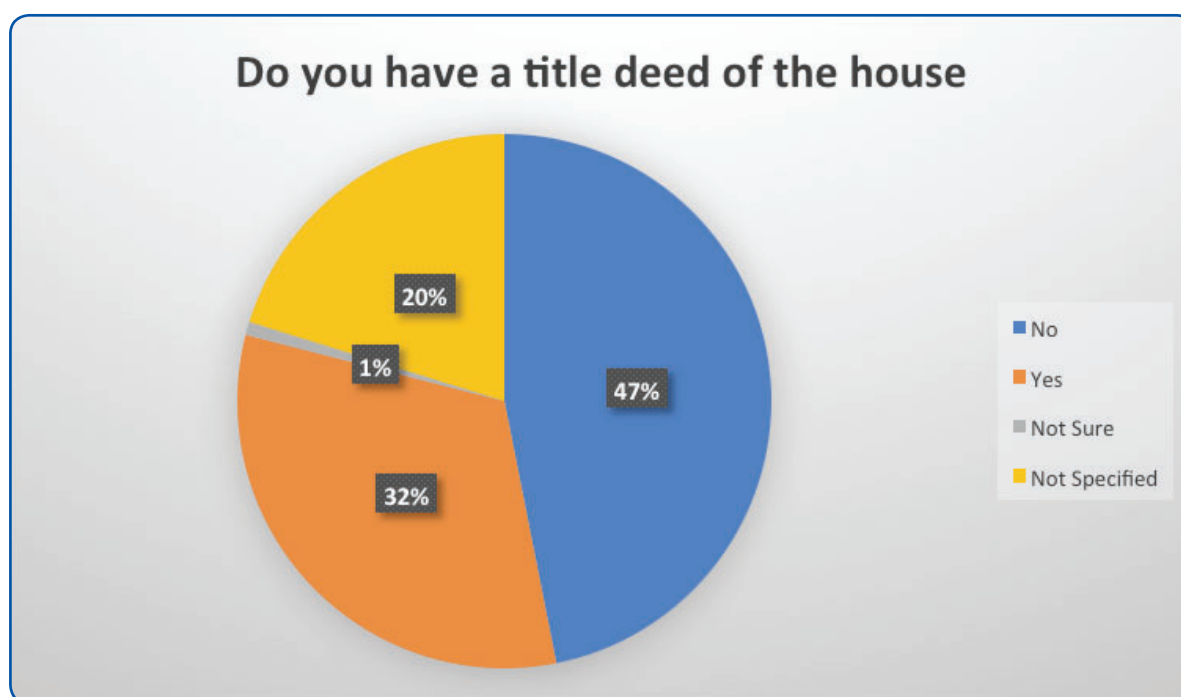
Figure 12: A unit with the electric box installed outside the house.
Source: Authors' images

Table 9: Units defects

Type of defects	Number of units	Type of defects	Number of units	Type of defects	Number of units	Type of defects	Number of units
Walls	241	Floor	46	Doors	99	Taps	104
Windows	211	Plugs	30	Water	31	Sink	70
Roof	227	Water Pipes	156	Electricity	33	Toilet	168
Geyser	43	Water Leakage	193	Bath	45	Other	55

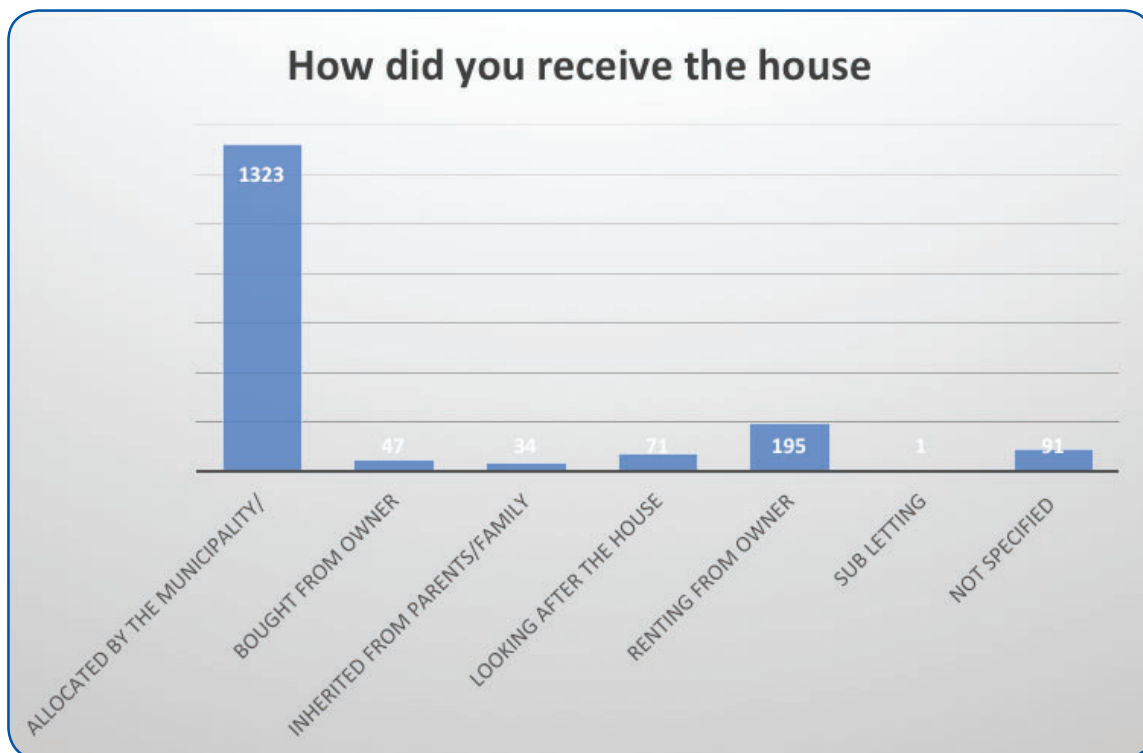
The table above shows number of units per type of defects. The highest number (241 units) were reported to have problems with the walls, followed by 227 and 211 units that were reported to have problems with the roof and windows respectively. 193 units were reported to have water leakage problems and 156 units were reported to have water pipe problems, a further 104 units were reported to have taps problems.

Figure 13: Pie-chart showing title deeds status



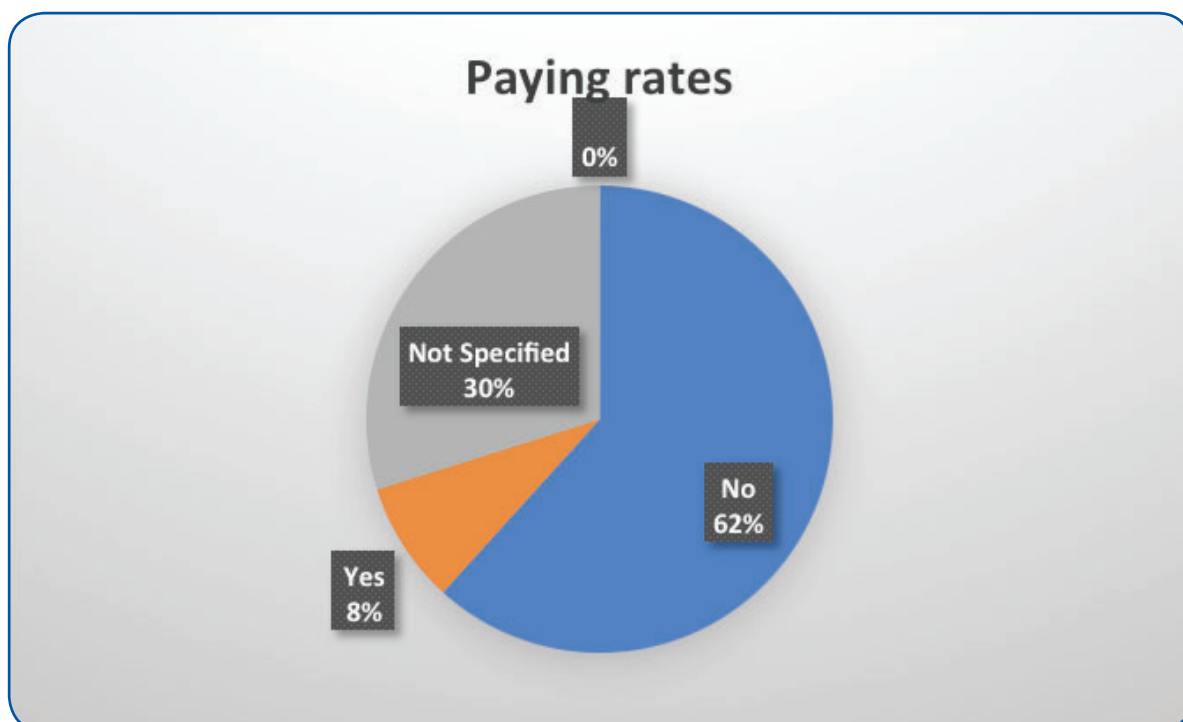
Respondents were asked if they have any form of title deed of the property. The above pie-chart shows the percentages of the responses. Majority (47%) of the respondent reported that they do not have a title deed of the house, while 32% reported that they are in possession of a title of the property. A further 20% did not specify if they have a title deed and only 1% reported that they were not sure.

Figure 14: Bar-chart showing allocation of unit



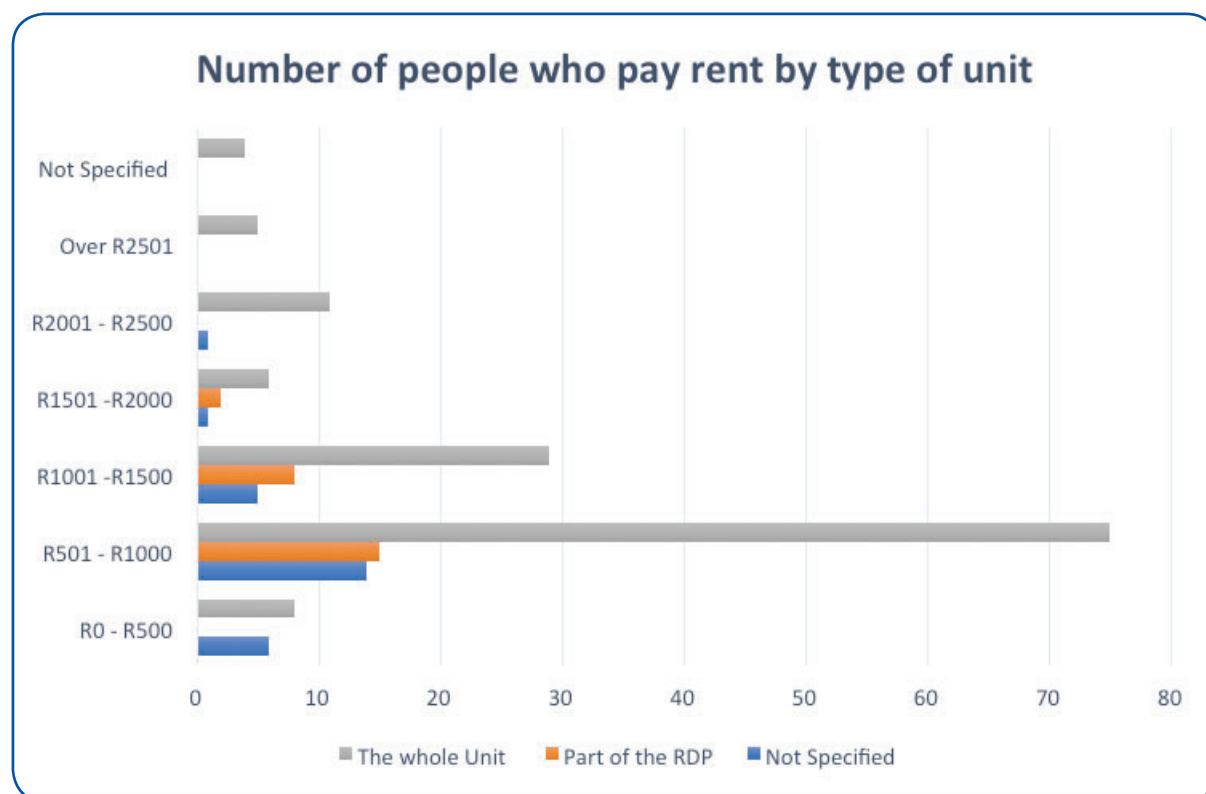
The bar chart above shows how the respondents came to occupy the RDP house. The highest number (1323) of the respondents reported that they were allowed the RDP house by the government, and 195 people reported that they are renting the house from the owner. A further 91 respondents did not say how they received the house. 71 and 34 of the respondents reported that they are looking after the house and inherited it from parents/ family respectively. A total of 47 respondents reported that they have bought the house from the owner.

Figure 15: Pie-chart showing paying of rates



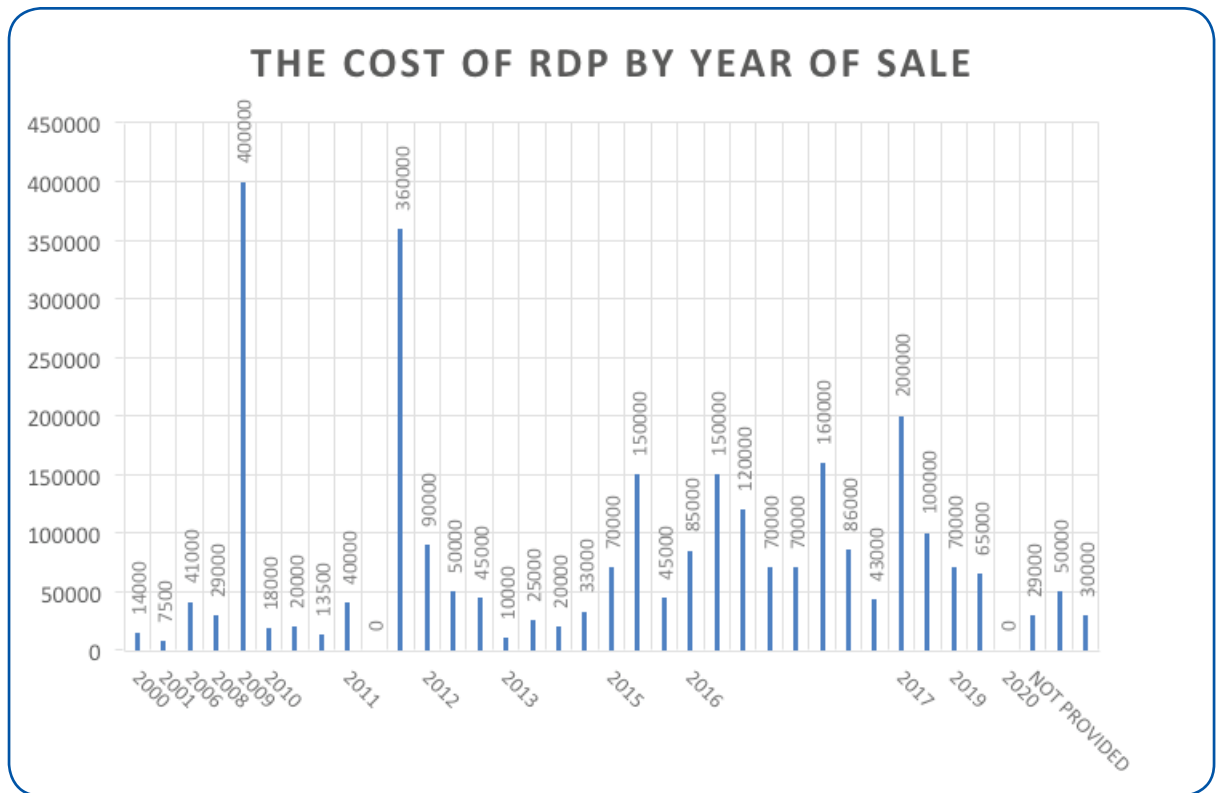
The above pie chart shows the percentage of respondents that pay municipal rates. 62 percent (1048) of the respondents indicated that they are not paying municipal rates, only 8 per cent (143) indicated that they are paying municipal rates and the reminder 30 percent (507) did not specify.

Figure 16: Bar-chart showing number of people paying rent



The above bar-chart shows the number of people who pay rent per unit type. All the respondents that indicated that they pay rent where ask as, if they pay for the whole unit or just part of the RDP. 27 of them did not indicate as to whether they are paying for the whole unit or part of the RDP, while majority (138) indicated that they are paying for the whole unit and only 25 are paying for part of the RDP. For all three types of categories most of the respondents are paying rent in the range of R500 – R1000, followed by those who are paying in the range of R1001 – R1500. There are only 5 people who are renting the whole unit that are paying above R2500.

Figure 17: Bar-Chart showing selling price of unit



The above bar-chart shows how much the unit owner bought the unit from the previous owner as well as the year in which the unit was bought. Two owners did not disclose who much they purchased their properties from the previous owners and this is indicated by 0 on the bar chart. The highest amount paid for a RDP house was R400 000 in the year 2009 followed by R360 000 in 2011. While the lowest amount paid for a RDP was R7 500 in 2001 followed by another sale of R10 000 in the year 2013. The highest number of RDPs were sold between 2016 and 2017. There are three properties were the owners did not disclose the year in which they bought the properties. Overall there were 37 properties that were sold between 2000 and 2020.

9. Concluding remarks

- There were units in Rabie Ridge where the stand appears on the stand list from the project manager that the beneficiary has received a RDP but there is no RDP structure in the stand (only shacks in some cases).
- Most RDP units are sold at prices that are below the market value.
- There is a high rate of rental in the units.
- Most of the beneficiaries are not yet paying for municipal rates.
- There are respondents that are earning more than R3500.
- There are foreign nationals who are residents in the government houses.
- Most of the beneficiaries are of the working age.
- There is 390 owner that no longer reside in the units allocated to them.
- Most of the units have defects.

10. Recommendations

Education

- Beneficiaries need to be educated about the market value of their properties and the proper channels of selling their properties.
- Beneficiaries should be educated on how they can move up the property market ladder once their financial situations have changed.

Rental

- The rental of RDPs needs to be regulated and monitored.

Fast tracking title deeds

- Beneficiaries need to be handed out title deeds as soon as possible so that they can start paying municipal rates.
- The department needs to put together a plan to prioritise the elderly citizens especially those with underlying conditions when allocating units.

Quality of units

- The departments need to partner with National Home Builders Registration Council to monitor and improve the standard of the units.

Annexure A : Questionnaire



This questionnaire will be used to confirm the details of the person occupying the house in question. The information will be used for CoJ purposes and no name will be published for the purpose of the study

OCCUPANCY AUDIT QUESTIONNAIRE

Interviewer: _____ SAP no: _____

Unit/ House number No: _____ Project Name: _____

Block Number: _____

A. Head of Household information

1. Full Names: _____ Surname: _____

2. Age: _____

Gender:

Male

Female

3. Citizenship

Asylum seeker / section 23 permit		South African by Descent	
Refugee / section 24 permit		South African by Naturalization	
South African by Birth		Foreign National	
Other (Specify)			

4. ID/Passport

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

5. Is the head of household the same as the owner?

Yes	No
-----	----

6. Does the owner reside in the unit/property full time?

Yes	No	Deceased
-----	----	----------

7. What is the relationship are to the owner of the unit/property

Husband/ Wife / Spouse (legally or traditionally married)		Partner (Cohabiting)	
Son/ Daughter		Adopted Son/Daughter	
Stepchild		Parents (Mother/Father)	
Parent-in-law		Son/Daughter-in-law	
Grand/Great Grandchild		Brother/Sister-in-law	
Grand Mother/Father		Non-related	
Other (Specify)		Tenant	

B. Property Owner's information

8. Full Names: _____ Surname: _____

9. Age: _____ Gender:

Male	Female
------	--------

10. Citizenship

Asylum seeker / section 23 permit		South African by Descent	
Refugee / section 24 permit		South African by Naturalization	
South African by Birth		Foreign National	
Other (Specify)			

11. ID/Passport

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

12. Marital status

Single	Married	Divorced	Widower	Living together/ Cohabiting	Separated
--------	---------	----------	---------	--------------------------------	-----------

13. Which Year did you apply for a government house _____

14. Where were you residing before you were allocated this house? _____

15. What is your employment status

Unemployed		Self Employed	
Employed Full time		Employed Part time	
Pensioner		Causal Job (Piece Job)	
Other (Specify)			

16. What is the overall household income per month

0 - 3500	
3501 - 7500	
7500 - 22000	
22 000+	

C. Property Information

17. Which year did you move into the house? _____

18. Is the house still on good condition?

Yes	No
-----	----

18. If No, which part of the house has a problem

Walls		Doors		Water	
Roof/Ceiling		Windows		Electricity	
Floor		Geyser		Water Leakage	
Toilet		Bath		Taps	
Sink		Water Pipes		Plugs	
Other (Specify)					

19. Do you hold any Title Deed for the house?

Yes	No
-----	----

20. How did you receive this house?

Allocated by the Municipality/ Province		Bought from the owner	
Inherited from parents		Looking after the house	
Renting from the owner		Sub letting	
Other Specify			

D. Rental Information

(If renting)

21. How much rent do you pay per month? R _____

22. Are you renting a part of the property or the whole property?

Part of the Unit (e.g. room)	The whole unit
---------------------------------	----------------

E. Bought Information

(If bought)

23. Which year did you buy the property? _____

24. How much did you buy the property? R _____



City of Johannesburg
Department of Housing
222 Smit Street,
14th Floor,
Braamfontein,
Johannesburg 2017

Regional Offices

Region A

Central Park 400 16th Road
Randjiespark
Midrand

Region B

1st Floor ACA Krans Building
Symonds Street
Auckland Park

Region C

Roodepoort Civic Centre
100 Christiaan de Wet Road
Florida Park

Region D

Central Camp Farm
Portion 24
Diepkloof 319-IQ
(Corner Chris Hani & Nicholas Road Behind Bara Mall)

Region E

3rd Floor Multipurpose Centre,
Corner 8th Avenue & Alfred Nzo
Alexandra Township

Region F

Eureka House,
92 Marlboro Road Corner Rosettenville
Springfield

Region G

Ennerdale Civic Centre,
No. 1 Smith Walk & Katz Road
Ennerdale Ext 9