

**Nelson Mandela Metropolitan Municipality
Uitenhage Administration Area**

**Peoples Housing Process – Good Practice Case Studies
Outstanding Features – Capacity Development and House
Design**

**Report prepared by Development Action Group
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A. Background to the project

1. Program of the field study process:

Day 1:

- Presentation by and discussions with the Support Organisation – Housing Project Co-ordinator, Accounts Administrator, Certifier and Social Development Officers
- Reviewing documents, and conducting follow up discussions to gain project profile information

Day 2:

- Meetings, interviews and discussions with Area 7, 5 and 9 at respective HSC
- Visiting houses in each area

Day 3:

- Meetings, interviews and discussions with Area 8A, 6 and 8 at respective HSC
- Visiting houses in each area

Day 4:

- Attending General Information Workshop on PHP for new areas

2. Stakeholder groups and people we met:

• Beneficiary community

Beneficiaries (at their houses)

- When beneficiaries were not available, we spoke to members of the Support Committees in their beneficiary role

Support Committees

- From all 7 areas - not full committees

HSC staff

- From the 7 areas – not full staff complement

Ward counselors

- From 1 area

• Local authority:

Community services

- Housing Project Co-ordinator - Housing
- Project manager – housing estates west area
- Social development facilitators – 5 working across the 7 project areas in KwaNobuhle

Building Control Inspectorate

- Certifier

Treasury

- Accounts administrator
- Support staff

3. Location and basic description of the projects

The projects under discussion are located in KwaNobuhle – the black township of Uitenhage established under the apartheid group areas act. Uitenhage is now part of the Nelson Mandela Metropolitan Municipality and functions as an Administration Area.

Uitenhage is an industrial town dominated by the VW factory providing the highest employment in the area. Port Elizabeth, Despatch and Uitenhage are all in close proximity and over time have expanded and merged such that they now form one city.

The PHP projects in Uitenhage are located in 7 different areas – Areas 5, 6, 7, 8, 8 Phase 2, 8A and 9.

Settlement layout, facilities and services

KwaNobuhle is geographically separated from Uitenhage by the industrial area, a river, and a hill. The topography is characterized by low undulating hills.

The development of the township has been incremental as new areas have needed to be developed and the layout plan has had to respond to the hill topography. There is a sense of spaciousness and the density is only now increasing with the development of new sites.

Levels of infrastructure, services and facilities are the “standard” township type – a mix of tarred and gravel roads, high mast area lighting, water and electricity points, and toilet per site, undeveloped public open spaces and recreation areas, and no greening.

A positive factor is that there are no sprawling informal settlements or land invasions. Where there are informal settlements, these have already been earmarked for upgrade, and basic services already supplied.

The PHP project areas

Areas 5, 6, 7, 8, 8A and 9 have undertaken PHP projects. Areas 5, 6, 7 Phase 1, 8 Phase 1 and 9 are all in situ projects. Areas 7 Phase 2, 8A, and 8 Phase 2 have been developed under the Rapid Land Development Program.

Basic services of a water standpipe and a water borne toilet per site are provided. In the new areas where the Rapid Land Development Program has been implemented, temporary toilets were supplied.

Site sizes vary from approximately 120m² to 250m² - the smaller sites being the ones in the newer Rapid Land Development Program areas.

4. Project initiators and reasons for starting. (Who started the project and why?)

In 1996, the then Uitenhage Transitional Local Council (TLC) passed a Council resolution to become a developer to facilitate housing development. Some projects had already been approved by the Provincial Housing Department, which were being developed by contractors. The decision was based on minimising contractor and

professional's involvement who were taking high profits and diminishing the capital available toward the house, resulting in a small product that did not meet minimum space standards; and maximizing the involvement of communities in their own development.

The TLC decided to explore people driven processes that would meet this strategic objective. The TLC then contracted the CSIR as consultants to investigate and establish a people driven implementation process.

5. The main participants

The main participants from the beneficiary community are the residents with support, advice and representation coming from the Ward Counselor, the Support Committee and the Housing Support Centre. Local building teams and emerging contractors provided labour for the construction process.

The local authority played the role of the Developer and Support Organisation providing beneficiary, technical, financial co-ordination, management and administration.

The Nelson Mandela Metropolitan Municipality Housing Department provides strategic direction for housing in the metro and support to the Support Organisation.

External services have been contracted in to provide technical expertise (structural engineers, draughts people), building materials, capacity development and training (CSIR and artisan training institutions).

6. Project lifespan

The first PHP project started construction in 1996 in Area 9. The PHP program in KwaNobuhle is expanding into more areas and informal settlement areas are being upgraded. It is a rolling process with no defined end as housing backlogs are large, and the target numbers have not been quantified.

Project scale and timeframe:

Area 5 - 245 subsidies

HSC started:	April 2000
Started construction:	20 May 2000
Houses built to date:	236
Balance:	9 - 5 under construction, 1 waiting approval, 3 still collecting additional resources

Area 6 - 578 subsidies

HSC started:	(?)
Started construction:	August 2000
Current staff started:	Oct 2001
Houses built to date:	544 completed.
Balance:	34

Area 6 Phase 2

Still doing applications for the 2nd phase, approximately 45 applicants.

Area 7 Phase 1 - 500 subsidies

HSC started: 1997
Started construction: 1997
Completed construction: October / November 2000

Area 7 Phase 2 -1000 subsidies (500 building teams and 500 emerging contractor)

HSC - continuation: New staff appointed December 2002
Construction started: January 2003
Progress to date: 63 houses started in February and 39 completed
Contractor built: started February 2002.

Area 8 Phase 1 - 500 subsidies

HSC started: 2001
Started construction: 2001
Progress to date: 410 completed by 2002
With new HSC: 2002
Balance: 90
Construction started again: September 2002
Progress to date 54 completed, 6 under construction
30-balance awaiting subsidy approval

Area 8 Phase 2 - 1000 subsidies

New application in progress

Area 8A – 846 subsidies

HSC started: August 2001(?)
Started construction: April / May 2000
Progress to date: 534 completed, 63 under construction
Balance: 143 still waiting on plan approvals, subsidy approvals, and collecting additional resources for smaller subsidies
116 submitted 20 houses for materials orders, 20 under preparation for materials orders

2002 – Area 8A got an award for building 350 houses within 6 months.

Area 9 Phase 1 - 748 subsidies

HSC started:1996
Started construction: 2001
Progress to date: 717 completed
Balance: 31

Area 9 Phase 2, Peace Village and Joe Modise:

Socio-economic surveys still being conducted, which will also determine how many residents will be applying for subsidies.

B.1. Description and Analysis of the Outstanding Feature: Capacity Development

1. Introduction

Capacity development is about the development of people. The processes, which Uitenhage has embraced, have developed the capacity of the key implementers within the local authority and the beneficiary community to co-ordinate and manage the PHP programs at scale and with a product of quality. Additional person power and resources (staffing, voluntary labour, capital, tools and equipment) have been allocated to effectively implement and run the project.

Capacity development has also been enhanced in related housing and building areas – increasing economic capacity and the local circulation of capital – materials procurement, building teams and emerging contractors.

Background to capacity development process

Once the Uitenhage Transitional Local Authority had taken a decision to act as a developer to undertake the PHP housing subsidy program, it realized it would require a strategy to develop a framework, guidelines, systems and procedures and additional capacity in a range of areas and levels to enable it to be an effective service provider. In order to do this it would require capacity to drive the process – hence the deployment of the Housing Project Co-ordinator from the CSIR.

The first phase of capacity development was focused at the local authority level in order to create the Support Organisation, the team responsible for co-ordinating and managing a People's Housing Process. This enabled the establishment of a local authority team from different departments to provide the necessary functions of co-ordination, financial, technical and social support, establishing stakeholder forums to represent different levels of decision-making, and the design of procedures and systems.

As projects applications were approved, the Support Organisation Housing Project Co-ordinator facilitated a series of workshops with the beneficiary community to inform and discuss the process of participating in a PHP project.

Housing Support Centres staff were provided with on the job training by, and support and advice from the Support Organisation. The Housing Support Centre staff provided information, advice and support role to beneficiaries. As new HSCs are being established, HSC staff are being deployed to induct and assist the new staff.

The Housing Support Centre Committees were elected primarily on the basis of being a known and active community member. With the HSC staff their roles and responsibilities were discussed. Liaison and teamwork are critical between the SC and the HSC to support the construction process.

Artisan training was first conducted in 1997 where people were trained in a range of building skills – brick and block laying, plumbing, painting, carpentry, and electrical at a training centre established at the Area 9 HSC. Building teams were then registered.

Subsequent artisan training has been taking place as there is a demand for more building teams as the project scale increases. (Insufficient information to document, review or assess).

A block yard was established with the start of the PHP program in Gunguluza in 1997 but it failed to sustain itself due to lack of support (insufficient information to document, review or assess).

The Capacity Development Process

Capacity development has been and is continuing to be developed through facilitated and supported processes for the different stakeholders to understand the context and issues in order to be able to plan and implement a Peoples Housing Process. This was done through information sharing and meetings, workshops, on the job training, support and advice, and experiential learnings through practice at the level of the beneficiaries, the beneficiary community, stakeholder forums, and the local authority.

The key areas that are addressed:

- The national housing context – the Constitutional and legal framework, and rights to adequate housing
- The PHP policy, guidelines, and the implementation framework
- The institutional arrangements that link a large group of stakeholders – partnerships and organisational structures, roles and responsibilities
- The administration and management procedures and systems required at the Support Organisation and Housing Support Centre levels
- The financial framework – subsidy framework, project budget, house budget, materials and labour costs, savings groups, and the procedures
- Technical – settlement planning and servicing, house design, construction methodology options and stages, materials quantification and costing, and artisan training

Key to the success of this process has been the development of appropriate capacity within the different stakeholders to carry out their defined roles and responsibilities - at the level of the local authority and within the beneficiary community, as well as in the broader community, and between all the stakeholders. The establishment of procedures and systems has also greatly assisted the smooth functioning of the project.

In Uitenhage the capacity development has been achieved to meet functions, roles and responsibilities at the different levels of all participants.

At the beneficiary community level, residents were taken through a series of workshops as outlined in the PHP operational guide creating informed residents of the “what, why

and how”. This mobilised residents and created organisational and support structures to facilitate participation.

The Support Committee (voluntary group) plays a vital role of supporting the HSC staff and activities, and providing a link to and representation at the Project Implementation Committee of the beneficiaries.

The participation levels of beneficiaries has been uneven across the PHP projects, some determined by external factors (i.e. work), low motivation but primarily by self-interest – once the house is built participation drops off. The levels of leadership in some Support Committees also play a decisive role in beneficiary participation.

The establishment and setting up functioning Housing Support Centres in each project area (two areas shared to minimise resource expenditure) provided beneficiaries with the necessary step-by-step support and advice around construction, and a link to the Support Organisation.

At the local authority level the development of capacity to operate as the Developer and Support Organisation was achieved by contracting in development capacity from the CSIR who facilitated the workshopping of the PHP policy and process with Council and staff of the relevant departments, as well as networking and building a local authority team from the different departments, and capacitating staff for implementation. The following departments formed the team:

- Housing - Housing Project Co-ordinator and Housing Managers
- Community Services - Social Development Officers
- Treasury - the AA and support staff
- Building Control Inspectorate - plan approvals, Certifier
- Engineering – structural detailing

Key to a project of this scale to enable smooth functioning has been the setting up of simple and accessible procedures and systems within the local authority and between the departments; and between the Support Organisation and the beneficiary community and its structures:

- Decision making
- Subsidy application process
- Plans approval
- Beneficiary data
- Financial control and accounting
- Reporting and monitoring
- Employment – job descriptions and criteria
- HSC functions
- Materials supply
- Construction – building teams and emerging contractors
- Quality control
- Contracts and agreements

Capital budgets were also made available to resource staff with the necessary line items to provide their specific services.

The local authority, where possible used in house services and expertise; however when needed, specialist services were contracted in i.e. engineering services – structural detailing of the house for clay heave conditions.

Communication and accounting between the different stakeholders are managed through the Project Implementation Committee. These stakeholder forums were set up to co-ordinate the wide range of functions of the different role players at the different levels in the local authority, at the beneficiary level and between the local authority, beneficiary community and service providers. These were tested and when not appropriate were redesigned. Functions, roles and responsibilities of the different forums were clearly identified. Capacity was developed to run the forum, report, account and monitor, resolve problems and conflicts, and take certain levels of decisions

At the broad community level capacity has been developed and increased at the economic (building teams and emerging contractors), skills (artisan training, HSC management), organisational (establishment of representative structures), and mobilisation (savings groups) levels.

(For the purposes of this report, the house design process in terms of capacity development has not been dwelt on in any detail in this section as it is the second outstanding feature to be assessed – for details on the capacity development in the area of house design process refer to “C.2. Description and analysis of the outstanding feature - House Design”.)

2. Outstanding Features in the Capacity Development Process and Product (In what way was this feature of the project outstanding?)

The following are some of the key outstanding features not mentioned in the description above:

- Uitenhage has achieved of a project of scale that is still rolling out – nearly 3800 subsidies approved across the 7 areas since 1997 when construction started on the PHP program – approximately 2500 houses completed, approximately 200 houses under construction, and approximately 1000 awaiting approval or accumulating additional capital and resources to start.
- The acknowledgment of insufficient capacity at the outset to act as a Developer and Support Organisation to implement a PHP program enabled the local authority to identify the need to contract in an outside service provider tasked to establish what capacity would be required at all levels. Out of this process, a capacity development

program was designed and facilitated to equip officials and the beneficiary community to implement a PHP housing program.

- Socio economic surveys were conducted for each area to establish base data and needs to inform an implementation strategy and to create a model of PHP housing delivery appropriate for the Uitenhage context.
- The process was started with a pilot area to test the implementation process and then moved onto rolling out with projects now running concurrently.
- Institutional arrangements, structures, and a set of procedures and systems that enable the smooth implementation were put into place and are functioning. Some systems more developed and advanced i.e. construction progress data capturing and retrieval reports on houses completed, under construction etc
- An interdepartmental team in the local authority is co-ordinating and managing 7 PHP projects. Teamwork is evident within the local authority, in beneficiary community structures and between the stakeholders
- Dedicated staff have been assigned to co-ordinate, support, advise on and provide organisational, training, social, financial and technical expertise. Support and advice are sought by beneficiaries from the Housing Support Centre or the Support Organisation depending on the issue – open door.
- Roles and responsibilities, and divisions of labour between beneficiary community, the Support Committee, HSC, PIC and the Support Organisation.
- The PHP seems too be a widely known concept and process in KwaNobuhle where the beneficiaries understand the context in which PHP housing arose and why, become actively involved in the decision making processes necessary to make choices in terms of the house design options, house costs and budgets, the limits to the subsidy, the necessary steps to be taken if the beneficiary wants to build a bigger house, and methodologies and construction options.
- The Support Committee is be able to provide support and advice to beneficiaries around house design choices and construction options and the cost implications, contracting and agreements with building teams / contractors and materials suppliers, addressing and resolving problems and conflicts, quality control. New Support Committees are being elected for the next phase of applications.
- Functioning Housing Support Centres are clear on their roles and responsibilities and are able to perform the functions outlined in their job descriptions. “Old” HSC staff training and supporting new HSC staff to take over for next phase thereby increasing exposure, experience, and skills.

- The Technical Advisors that are employed are skilled people who ensure a sound product.
- The building teams and the contractors are able to contract with beneficiaries and provide labour to meet the specific PHP requirements. Artisan and small business skills are being developed and economic opportunities are being created with the infrastructural development
- Representative stakeholder forums meet to report on and monitor progress, strategise, address problems and resolve conflicts.
- The PHP program is a “rolling out process” where the second phases of implementation are being embarked on, indicating that results are being achieved.
- The PHP program has built confidence, provided experience and exposure at the local authority, community and at the individual level

3. Factors that Enabled Success in the Capacity Development Process and Product (What factors contributed to the success of the project on this outstanding feature?)

The Uitenhage PHP projects have increased the capacity, skills and understanding amongst the key participants over the last 5 years to successfully co-ordinate and manage the application of nearly 4000 subsidies and have already completed housing for approximately 2500 families. However there is uneven development, capacity and commitment due to levels of involvement and leadership of the Support Committees, strength of the HSC staff and levels of involvement of the beneficiaries.

The local authority has the ability to bring in capacity and resources to implement and expand the housing program. There is a core of committed officials with capacity increasing over time as experience and understanding grows.

The key co-ordination and management tasks are facilitated by simple and accessible procedures and systems – progress monitoring and reporting, technical, financial, institutional. This reduces the time for setting up, preparing and starting construction; however construction is slow and uneven.

Institutional arrangements are functioning with PIC forums at area level meeting regularly to strategise, monitor, report and resolve problems.

Capacity development is being facilitated by an expanding group of people with the deployment of the Social Development Officers and “old “ HSC staff. Initially, only the Housing Project Co-ordinator provided this.

On the job training at the HSC ensures that the specific model of PHP housing delivery is being implemented, rather than abstract classroom training.

4. Assessment Remarks

- A systematic approach to enabling and building capacity was adopted – i.e. contracting outside agency with the expertise
- Internal capacity is being built and networking in outside services, information, and support only where needed starts to create a developmental local government.
- Local expertise and labour are being employed where building teams are local residents and the HSC staff selected where possible from the specific area where housing development is taking place
- The local authority has developed a sustainable model to act as the Support Organisation. However, the transfer of control and skills to the beneficiary community to be a people driven process and / or to act as the Support Organisation is not taking place. The transfer and development of skills have been only within the framework and scope of the project
- The process has been designed by local authority and not together with the beneficiaries – local authority determining framework and process in terms of understanding the PHP framework and the particular context of Uitenhage. “Minimum intervention, but maximum support should be the aim of the local governments and other authorities” – LA plays the lead role and determines process and procedures – very little consultation, participation in the design.
- The scale of project militates against each phase being designed together with beneficiaries. The balancing of the high demand for housing against the key principle of development (the development of people which is a slow process) is a constant issue to be weighed.
- Empowerment of the stakeholders to understand the context, to act and participate, to make informed choices and decisions is evident. Capacity development at beneficiary community level is uneven depending on individual role-players and specific project conditions (i.e. Area 8A a community that had to mobilise and fight for land, has an active ward councilor, a committed and organised committee with expanded roles and responsibilities).
- The community has been mobilised but the process needs more leadership, organising skills, and greater levels of participation
- The stakeholder forums creating communication linkages up and down – reporting, mandates, decision-making are functioning.
- Most Support Committees did not collectively discuss roles and responsibilities, take divisions of labour, nor called community meetings, nor meet as a committee. The committee dissipates, leaving only a few to carry the responsibilities because of either not understanding their function, nor provided with leadership training or because their needs have been met (house completed). However, some committees are very developed with clear roles and responsibilities, and portfolios i.e. 8A has an executive with an organiser portfolio.
- “Skills and initiative of potential beneficiaries to be regarded as primary source” – Beneficiaries have been mobilised, provided with detailed information to be

beneficiaries – mostly creating passive and not active participants - this could have been harnessed far more.

- “Maximum choice” is an option but within clearly defined parameters of the model of PHP housing delivery.
- There have been no innovative techniques used in capacity development process at all levels. However a regular and systematic approach is in place.
- The Housing Project Co-ordinator facilitates most of the capacity development processes. Social Development Officers need to be engaged in proactive training / processes especially around the functioning of the support committees
- The budget for Establishment grant needs discussion with the beneficiaries as HSC staff salaries need to be reviewed and the basis for payment – a monthly salary or per production output.

B.2. Description and Analysis of the Outstanding Feature: **House Design Process and Product:**

1. Introduction

The review and assessment is based on the following objectives:

House design:

PHP objectives -

- Key decision making at home builder level around levels of services, house design, materials and construction method
- Facilitating maximum choice
- Supported process around technical, financial, logistical and administrative areas in a sustainable and affordable way

Sustainable Housing Objectives –

- Structurally sound
- Appropriate materials
- Energy efficient
- Environmental – recycling, harvesting, greening
- Thermally efficient
- Homeownership – development and maintenance

The Uitenhage house design process:

During the planning and preparation phase, as part of the required workshops as set out in the PHP Operational Guide, two specific information workshops relating to the construction and house design were facilitated - “Community building guidelines and rules” and “House costing and design”.

The “Community building guidelines and rules workshop” has the following objectives: “The purpose is to establish appropriate standards and building guidelines which will ensure that national norms and standards are maintained and public activities are not obstructed”. These workshops were run over one day for all potential beneficiaries in each area. Here the overall context of building a house is outlined and discussed.

Technical planning:

- Space needs of the family – the size and shape of the house
- The materials – appropriate / affordability
- The house in relation to your neighbours – set backs
- The house and services – eater, sewerage, electricity

Building guidelines and rules:

- House standards, quality and specifications – National Building Regulations and National Norms and Standards
- Approval of building plans
- Inspections
- Happy letter

Construction methods:

- Involvement of contractors – contracting, payments procedures (supplies materials)
- Owner builder – contracting, payments procedures (materials supplied through HSC)
- Top structure exceeding subsidy residual – procedures

The Housing Support Centre:

- Establishment
- Job descriptions

The follow-on workshop “House design and costing”, also run over one day, has the following objectives:

“The purpose is to equip home-building families with the technical skills to enable them to plan, cost and design their own houses for the amount of money available and taking into account their own resources”

The beneficiaries were taken through a process where the design and construction of housing was demystified i.e. that it is not only professional or technically proficient people who are able to design and construct houses.

The facilitator took the beneficiaries through a series of exercises:

- Examining how their current house was built – who designed the layout, positioned it on site, sourced the materials, what budget limitations, raised the capital, and built it. This provided the beneficiaries with a realisation that in most cases they were the designers and builders themselves – constructing a houses (whether traditional or informal) is something that people have been providing for themselves for a long time without support or “technical expertise”.
- Understanding measurement / pacing in relation to the size of a house
- The different building materials that are used in construction – concrete, blocks, brick force etc so that when materials are delivered the beneficiary knows what signing off on delivery note as well as know where they are to be used by the builders
- The different phases of the house construction process – setting out, digging foundation trenches, casting foundation footings, building foundation wall, casting slab, building superstructure – walls with doors and windows
- Mixes – concrete for foundation footings, slabs and apron, mortar, plaster
- Materials options – how to re-use / incorporate existing components of shack – windows and doors, roof sheeting, timbers
- Materials list and quantities
 - Able to ensure that builders are using right mixes – per batch of mix and per stage of building
- Quantification and costing
 - The house budget – materials and labour
 - If own materials / components are to replace that of the standard typical plans – what “savings” does that make and what can it buy
 - The costing of the different standard house plans
 - Costing of non-standard plan

The workshop then addressed the reality – what can the subsidy provide and what minimum standards it must comply with.

The development of the house designs:

Uitenhage PHP's project provides beneficiaries with a set of standard plans that were developed from some input by beneficiaries, and by the draughts person. These were brought to the beneficiaries for some feedback.

Three types of standard house plans (the metro house or square house) of 40m² and 42m² with a range of internal floor plan layouts – open plan kitchen and living room, varying positions and relation of bedrooms, living rooms, bathroom and kitchen, and either with a “flat” or pitch roof. The local authority has approved these standard plans with structural engineers details to meet the clay heave conditions.

These meet the requirements of the minimum square meterage as set by the Eastern Cape Provincial Housing Department (40m² minimum), structural standards that respond to the clay soil conditions that have a 40% heave, and the National Building Regulations and National Norms and Standards.

Beneficiaries who have additional resources are encouraged to build bigger houses. The family can provide a sketch or through discussions with the draughts person design the house. Some families use the layout of their existing informal dwelling, others choose plans and aesthetic from already built houses, or design their dream house.

The house design choice process:

Once a beneficiary's subsidy is approved, the Support Committee or the HSC would inform the family.

This starts the production process with a visit to the HSC to discuss house design choice:

- Verification of erf and plot location
- Finalisation house type choice – standard plans, non-standard plans, pitch or flat roof, positioning on site
- Own materials identification (HSC does site inspection to advise on quality and appropriateness)
- Amended costing if own materials
- If non-standard plan verification of additional capital, materials

The plan approval process:

The plans chosen by beneficiaries are then submitted to the draughts person who prepares site plans locating the house type on the plot, and detailing all the necessary information required by the National building Regulations – site dimensions, set backs, service points and runs, vehicular access etc. The site plan together with the chosen standard plan and erf diagram is submitted to the Local Authority. Plans area accepted up to 2pm on a Thursday, processed and approved by the following Tuesday with a materials list (2 working days).

If a beneficiary chooses to have build from his or her own design, the draughts person submits this for approval at a nominal extra cost.

Construction preparation:

Once approved plans are returned to the Housing Support Centre, the beneficiary is then called in again to:

- Sign a materials and labour agreement.
- Roles and responsibilities of the beneficiary are outlined – digging foundation trenches, receipt of materials deliveries, materials storage, progress and quality monitoring
- Information on the support and advice the HSC can provide
- The construction program and stages are discussed.

Construction:

The beneficiary will be notified when construction will start:

- The beneficiary will dismantle their informal dwelling
- The Technical Advisor will come to site and set out the building
- The beneficiary family is responsible for digging the foundation trenches
- The building team moves onto site and starts building
- Materials are delivered to site in stages and stored.
- Inspections by the building inspectors take place at minimum three stages – footings, wall plate level and completion.
- The Technical Advisor conducts regular inspections as to progress, problems, and intermediate quality checks.
- The Support committee monitors progress and problems.
- On completion the certifier issues a certificate.
- A happy letter is signed by the beneficiary
- Occupation

Post occupation:

No process has yet been implemented to advise beneficiaries of potential future developments, and the ongoing house maintenance requirements. However, SIDA is supporting the setting up of permanent building / housing centres for post construction development.

The Technical Advisors on an informal basis will advise on extensions and building maintenance – i.e. painting / treating timber doors and window frames, plumbing problems etc.

2. Outstanding Features in the House Design Process and Product (In what way was this feature of the project outstanding)

The key outstanding feature in Uitenhage is that the houses, although from a limited range of standard types does not create an urban uniformity or the feeling of mass production. Beneficiaries, together with the building teams have been innovative in the

individualisation of their homes by adding parapet walls and other decorative features, using face brick, and a range of wooden window frame and front door types. This is however dependant on having additional resources.

Some of the other key outstanding features are:

- Thorough a step-by-step process with the beneficiaries the house design and construction process was demystified, and the elements and phases that go into design, costing and materials quantification, approval and construction were discussed.
- The provision of standard plans with a range of choice in layout and a pitch or flat roof type are provided but also encouraging beneficiaries to design their own house. Here, beneficiaries are advised on balancing choice based on need and resource limits. Beneficiaries have been well informed from the outset as to what options there are in terms of the budget limitations of the subsidy.

A 40m² minimum house has been achieved out of the subsidy (2 bedrooms, lounge, kitchen and toilet with plastered and painted external walls, and plumbed) where most PHP projects find it difficult to achieve 30m².

All plans are compliant with National Building Regulations and National Norms and Standards, with additional requirements of structural detailing fro clay heave, and an apron around house.

If the choice is not part of the standard package, advice and support is provided around house designing, costing estimates, draughting services, materials buying list

- Beneficiaries are encouraged to make the decision of house type choice based on what has already been built by visiting other projects and / or selecting from houses already built in KwaNobuhle. The re-use own materials from informal dwellings or their own supply is also encouraged to reduce expenditure of the subsidy budget and allow for the addition of materials toward another room, or plastering etc. Materials quantification variations are calculated by the HSC for own materials supplied.
- Structural detailing by an engineer has been designed to meet clay heave conditions – steel in foundation footing, U-block at slab level and at wall plate level filled with concrete and steel, and a structural joint per wall.
- The beneficiary, the support committee the technical advisor of the HSC and the certifier checks the quality and building standards regularly. A completion certificate is only issued by the Certifier if the building team or emerging contractor has complied with contract obligations and building regulations.
- Systems and procedures for plan approval, materials ordering and delivery, contracting labour, financial accounting of beneficiaries subsidy budget are in place and adhered to.

- The beneficiaries have indicated satisfaction of with regard to house design options and resultant products.

3. Factors that Enabled Success in the House Design Process and Product (What factors contributed to the success of the project on this outstanding feature?)

Process

- A committed and active Support Organisation working hand in hand with the Support Committee and the HSC facilitates implementation.
- A detailed workshop process with beneficiaries that enhances understanding around the house design process, building materials, building elements and components, construction stages, and the house plan options and costs.

The beneficiaries are encouraged to save and add extra to the subsidy in order to achieve bigger and individualised houses.

- The roles and responsibilities of beneficiaries are clearly mapped out around construction - responsibility of digging own trenches – either themselves or pay someone to ready the building site for the building teams came in at casting foundation footings stage.
- A team of technical of engineers, draughts person, building inspectors, Technical Advisor and Certifier provides input, support and advice, conducting regular inspections monitoring progress and quality, and resolving problems.

The building control inspectorate and the experienced Technical Advisor provide proactive input, support and advice to building teams, rather than just checking compliance.

- Active HSC with clear roles responsibilities, systems and procedures provide support and advice, monitor progress and liaise with the Support Organisation. The Support Committee provides backup support of SC
- Implementation and construction procedures and systems are functioning with effective team work within the local authority and between the beneficiary community i.e. quick plans approval turnaround; materials and labour agreements; materials quantification and ordering; materials and labour variations system; accredited building teams.

4. Assessment Remarks:

- The subsidy amount is not increasing with the inflation rate of building materials and the product is getting harder to achieve. This is impacting on the quality, and level of finishes of the house if the required minimum size house is to be maintained

However, negotiations have taken place with materials suppliers to fix prices for 3 – 6 months

In KwaNobuhle there are many areas where the housing is on steep slopes. The beneficiary has to carry the extra costs of foundation walling and fill, as no additional amount is available. This impacts on the amount available to complete the house. In Uitenhage there has been an attempt to assist beneficiaries to obtain extra fill from demolition and building companies

- Some beneficiaries (approximately 20% - correlation to income levels and those with “surplus” capital) are able to mobilise extra building materials and capital to go beyond the standard house even though unemployment is high; other beneficiaries are not able to achieve more than the standard plan nor to immediately replicate the size of their informal shack (sometimes 50 – 70m²) if they do not have additional resources to add to the subsidy to add rooms, which leaves them feeling squeezed into the 2-bedroomed house. Plot sizes are also getting smaller – from approximately 250m² to 120 – 150m² in the newer developed areas.
- The local authority has not embraced the principles of sustainable housing - no environmental, thermally efficient, greening, energy inputs. The positioning of the house on plot is limited by size and shape and is not able to respond to passive thermal opportunities of north facing – dependent on township layout.

Corrugated iron roofing has been specified without ceilings (to be added by the beneficiary), which does not conform to the national norms and standards thermal efficiency.

- A post occupation home owners support and advice service for development and maintenance should be implemented as the incremental house approach has not been a design approach or as part of house choice discussions. Housing as a capital asset also needs to be addressed.
- There is an attempt to change from “beneficiaries” as a label to “home-building families” to shift from the passive to active mindset, as with the housing “waiting” list to a housing “wanting” list.
- The standard plans supplied do not fulfill a people’s house design process even though there is choice from a set of standard plans. The scale of the project militates against having each beneficiary design and produce plans – more difficult for plan approval, building teams and technical supervision. Standard plans are easier to manage and supervise but limits diversity.

The standard plans are efficient in terms of space use with limited passage space. The toilet room in one type is not sufficient to grow into a bathroom. Plots with already constructed toilets do not have to build an internal toilet.

Beneficiaries can easily apply their own aesthetic and finishes if they have additional resources.

- Incremental development not considered in the design or catered for – building in lintols for future doors, passages, pitched roof extensions and height limits
Corrugated iron specified without ceiling
- “Equip with technical skills” – more of an understanding rather than a skill as the beneficiary would not be able to design, draught and cost on their own – support, advice and technical expertise is provided in the form of the HSC, the TA, the draught person and the LA building control inspectorate and engineers – knowledge greatly increased.
- There are not innovative processes with regard the house design process – following standard workshop sessions on house design and costing, community building guidelines
- No innovative house designs that address environmental sustainability.
- Two key problems that emerged is that beneficiaries are selling their building materials and boundary disputes.

C. Evaluation of the PHP framework of this project

1. Character of the project stakeholders relationship

Different models of stakeholders involvement and relationships were designed and implemented at the outset – some did not work so were reviewed and redesigned.

The following stakeholder structures and relationships have been operating since approximately 1998:

1. The Projects Management Structure
2. The Local Authority as Developer and Support Organisation and
3. The PIC (Project Implementation Committee)

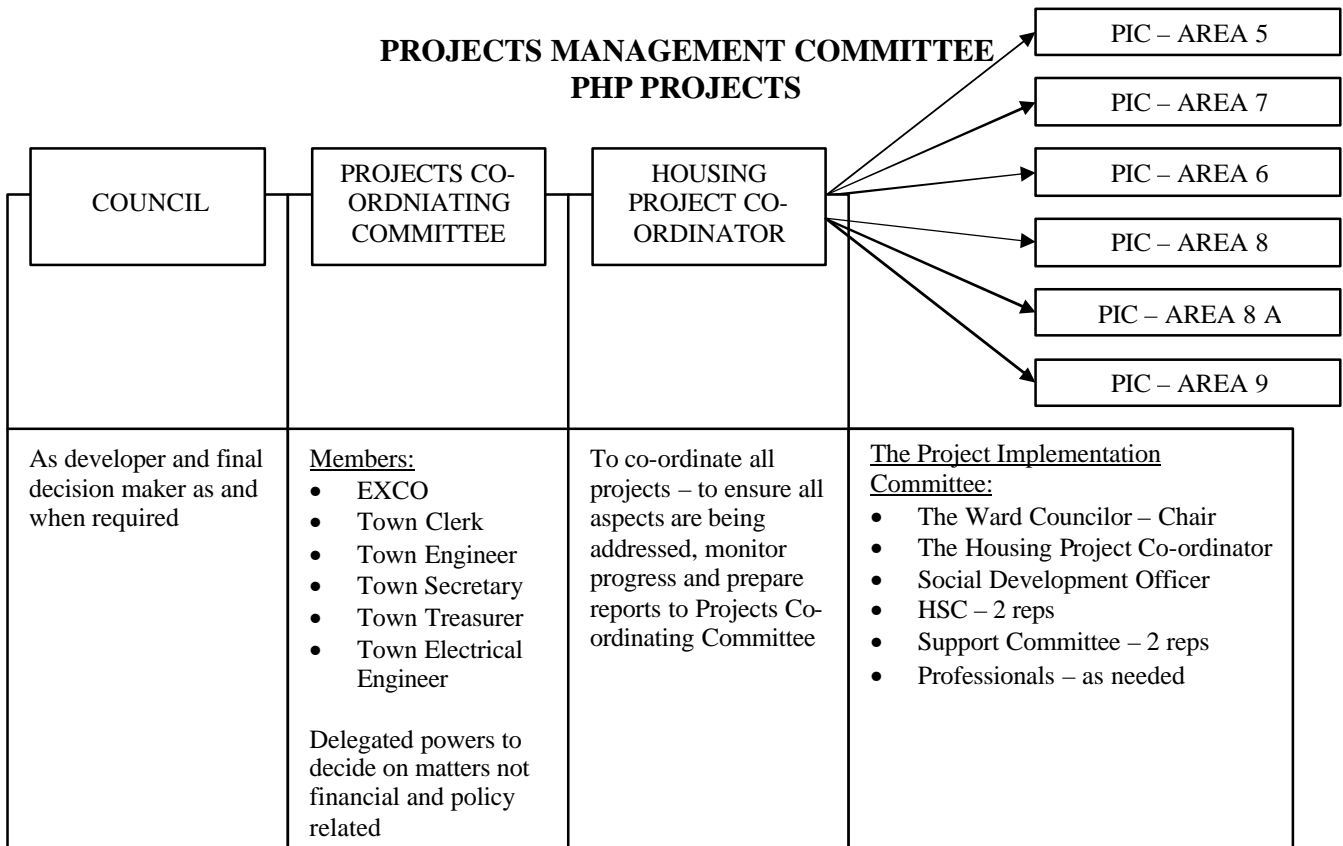
There appears to be an effective forum at the PIC level chaired by the Ward Councilor where the networking and linking of all the stakeholders takes place. The process is lead by the Support Organisation with beneficiary participation through representation of the Support Committee.

The different committees and forums provide the project with the necessary strategizing, monitoring, accounting and reporting functions. Roles and responsibilities are clearly defined. Clear lines of communication and cycles of meetings have been established with teams working at and between the different levels of operation. Effective reporting and linkages to beneficiaries needs to be increased.

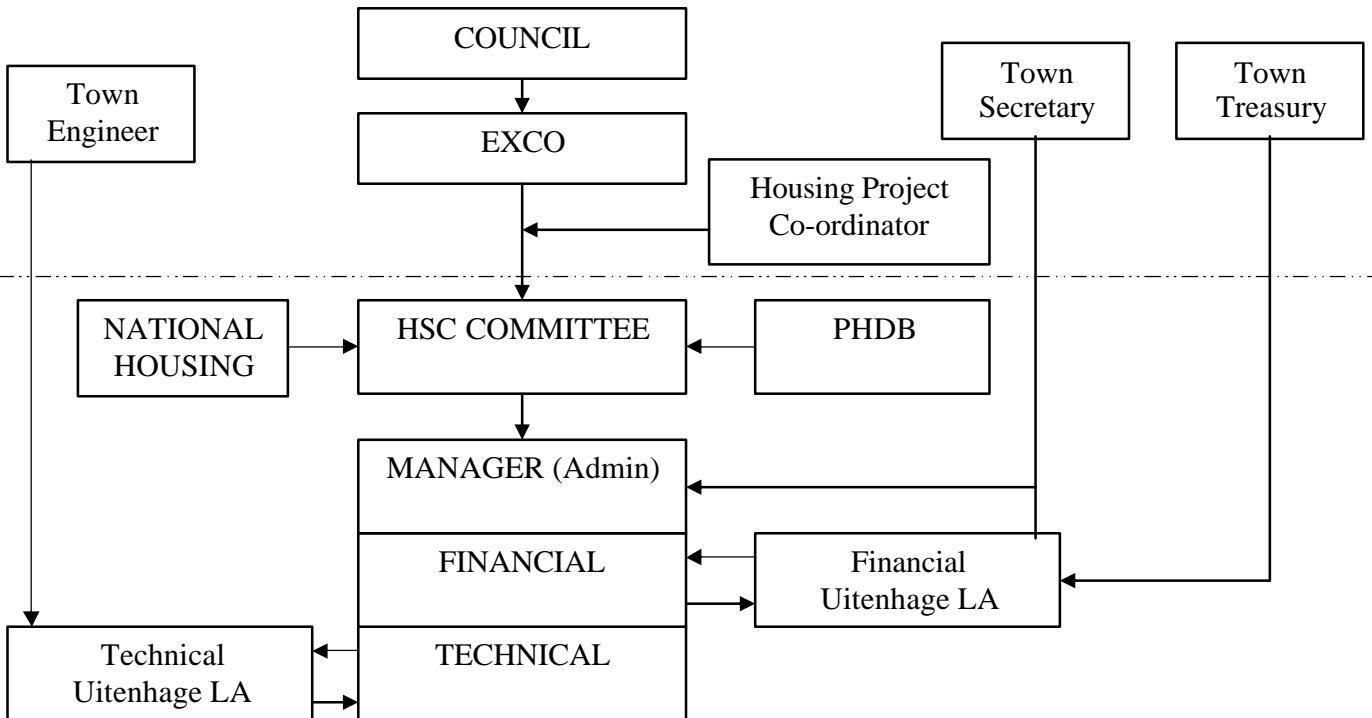
The transfer of organisational management skills at certain levels is taking place but meeting the objective of the people leading and controlling their own development is not taking place. They are not being empowered to play the role of the support organisation.

The concept of the developmental local government is being applied I that the local authority is acting as the developer but is not facilitating capacity and development down to beneficiary level. The Support Committees need to be strengthened to be a stronger force and voice.

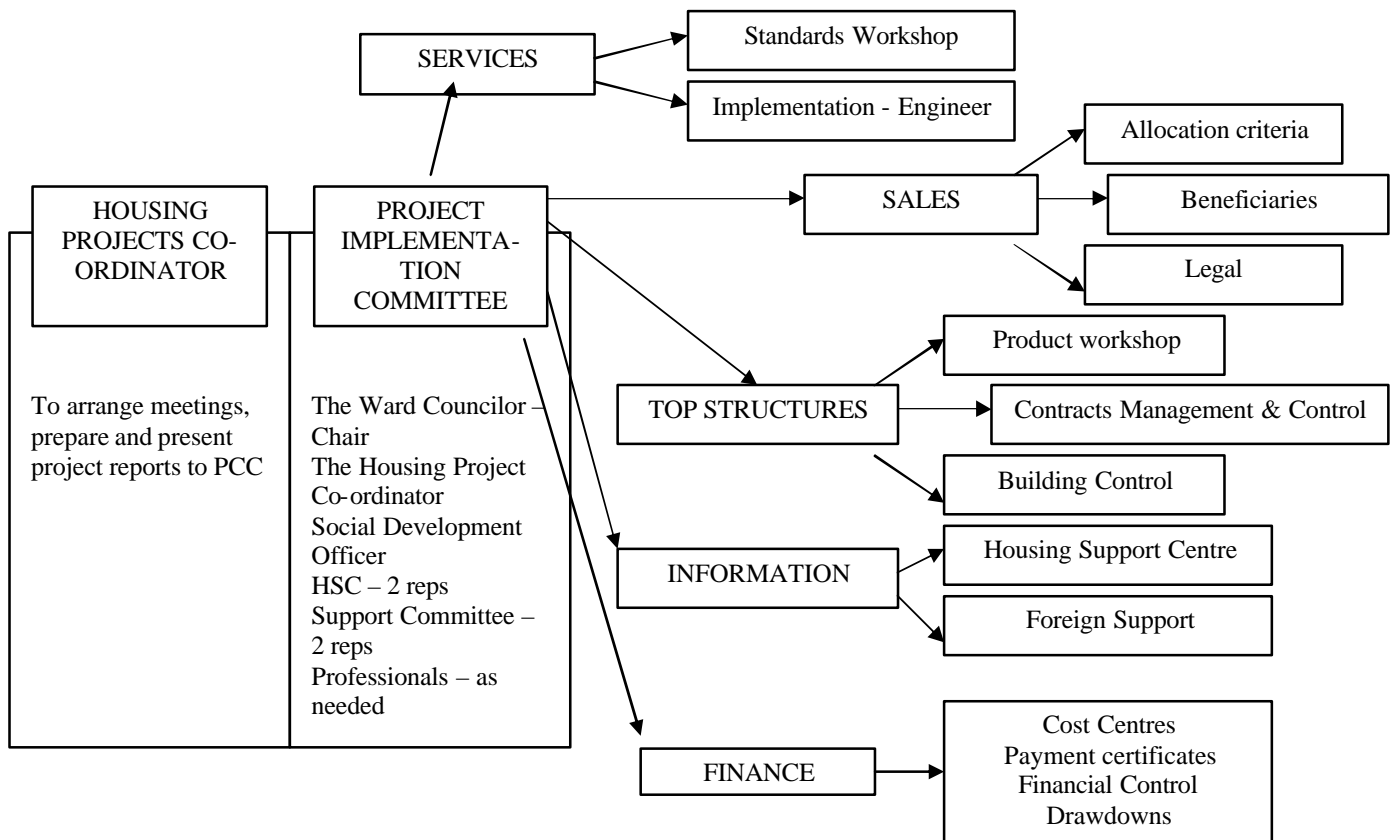
**PROJECTS MANAGEMENT COMMITTEE
PHP PROJECTS**



**ORGANISATIONAL STRUCTURE:
SUPPORT ORGANISATION AND HOUSING SUPPORT CENTRE**



PROJECT IMPLEMENTATION COMMITTEE (PIC)



2. Problems due to the implementation framework

The PHP framework contains broad guidelines as to the implementation process but also identifies specific outcomes that must be met. In Uitenhage the implementation appears to follow the broad framework and procedures and systems designed to suite the particular needs.

3. Problems due to the way this framework was interpreted and / or operated in this case

- The Uitenhage PHP process is in line with the broad principles as set out within the housing code, PHP Policies and Operational Guide.
- It has developed its own model of housing delivery – a strength of the framework is that it is flexible.
- Its implementation process is context specific as determined and designed by the Support Organisation – steps that it takes to plan, set up and establish the institutional arrangements, mobilising beneficiaries and procedures and systems that

D. General comments

- “If people are given the chance to build or organise the building of their homes themselves, they can achieve a greater level of value for money”. This is dependant on the levels of poverty surplus capital available and the capacity to mobilize resources. The difference between Tarkastad and Uitenhage is apparent.
- The PHP operational guide has been used as a base framework and adjusted and added to to suite the beneficiary community
- Local authority has provided bridging finance so that projects once approved could move into implementation without having to wait for first draw downs –
- There is a quick preparation phase for implementation with the beneficiary information process held over a period of a month. The rolling process allows process and systems to be tested and fixed once working.
- The interpretation of development, sustainability, transfer of skills – is the LAs role as Support Organisation indefinite? The principle of control over the development by the people of their own development needs to be addressed.
- There has been the transfer of skills at certain levels around certain areas but it is not meeting the objective of the people leading and controlling their own development – they are not being empowered to play the role of the support organisation, supported by service providers
- Local economic development has only increased with the demand for building teams.
- No regular evaluation processes at the different levels of operation have taken place to assess how the program is performing and what are the strengths and weaknesses. This does not facilitate improving proactive, procedures and systems nor does it allow for innovation; at beneficiary level there is no feedback on the process and product.
- Social Development Officers are new to PHP process since December 2002. An induction and training program was not facilitated and there appears to be the need for training to provide broader development understanding, capacity and facilitation skills.
- The post construction process needs to be developed and implemented. This could be an ideal area for Social Development Officers to focus on.

E. Appendices

1. Location maps
2. Organograms
3. Stats
4. Job descriptions
5. PHP information workshop material
6. Procedures - samples
7. House plans and material lists
8. Artisan training