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Capacitation Programme for Support to the People's Housing Process

Mid-term Evaluation Report

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Undertaken for the

Department of
Housing,
Government
of South
Africa

United Nations
Development
Programme/
UN Centre for
Human Settlements

United States
Agency
for
International
Development

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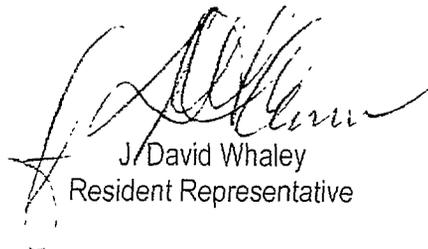
Dear Sir/Madam

**RE: CAPACITATION PROGRAMME FOR SUPPORT TO THE PEOPLE'S HOUSING
PROCESS: MID-TERM EVALUATION REPORT**

We are pleased to forward to you the Final Mid Term Evaluation Report for your attention. Kindly note that we are in the meantime examining the issues raised and recommendations proposed in the report. These will be shared and discussed with the partners in due time (not later than end February).

Once again we would like to take this opportunity to extend our gratitude for the contributions you have made to the exercise.

Yours sincerely



J. David Whaley
Resident Representative

Ms Rebecca Black
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0002

B



April 24, 2000

USAID DEC
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Arlington, VA 22209

Gentlemen:

Enclosed please find the, Mid-Term Evaluation Report/Capacitation Programme for Support to the People's Housing Process, and The Results Rap, What is Participatory Evaluation, No. 4, Summer 2000, from Macro International Inc.'s Performance Monitoring and Evaluation Project in Pretoria, South Africa. USAID Contract 674-C-00-96-00091-00. Electronic versions are not available.

Very truly yours,

A handwritten signature in cursive script that reads "Carol A. Newton". The signature is written in black ink and is positioned above the printed name and title.

Carol A. Newton
Financial Administrator

EXECUTIVE SUMMARY

INTRODUCTION

The Capacitation Programme for Support to the People's Housing Process (the Programme) is a programme of the Department of Housing of the Government of South Africa. The Programme recognizes the fact that the majority of people in South Africa have always built their own houses, as people everywhere have done since the dawn of civilization. The Programme is designed as a vehicle for building capacity at all levels for **Support to the People's Housing Process (SPHP)**, to which the GSA committed itself in the National Housing Strategy made national policy in May 1998, when it was approved by MINMEC. A Programme Support Document prepared by UNCHS (Habitat) in 1995 with UNDP financial support, outlined a programme of support over an initial period of three years for an estimated cost of US\$6.805 million. UNDP subsequently developed a Programme Support Implementation Arrangement document that defined the objectives and outputs of the Programme more specifically. With the preparatory assistance, the UNDP is contributing US\$2.904 million, the Government of South Africa through the Department of Housing committed the equivalent of US\$1.675 million and USAID later committed US\$3 million in parallel funding.

The first objective of the Programme is to establish the necessary institutional arrangements to carry out the capacitation programme for SPHP. The principal provision here and the main initial output of the Programme was the creation of the People's Housing Partnership Trust (the PHPT) as a special purpose vehicle to carry out the rest of the Programme. Once the PHPT became operational, it assumed responsibility for the implementation of the Programme. It remains important, however, to retain the distinction between the Programme and the PHPT. While the Programme has a finite life span (currently three years) the PHPT has a longer lease on life, as yet undefined.

A team of five consultants (the Team) was appointed to undertake an independent Mid Term Evaluation of the Programme and its implementation by the PHPT. The purpose of the Evaluation is to examine the implementation of the Programme with a view to identify areas in which improvements are needed and can be achieved and to reinforce initiatives and features that signal the eventual success of the Programme.

The Team reviewed documentation, interviewed stakeholders at national, provincial and local levels and visited sites in 7 of the 9 provinces over a period of three weeks, November 8 – 26, 1999.

The Report consists of an introduction, a background chapter on the housing sector in South Africa, the policy framework, institutional context and the people's housing process. The evaluation focuses on the programme concept and design; programme implementation and programme results. Conclusions on the programme address efficiency, effectiveness, equity, implementation and management arrangements and

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monitoring and evaluation. Recommendations are presented in the last chapter on improvements in the current Programme, adjusting aspects of the SPHP and its environment and taking the SPHP to scale as the major strategy for eliminating housing poverty in South Africa.

FINDINGS AND CONCLUSIONS

In accordance with the terms of reference, the Team examined the evidence with regard to efficiency, effectiveness, implementation and management arrangements, and monitoring of programme performance. The report also deals with equity and appropriate technology and materials as of special relevance to the Programme.

The principal findings are that the Programme's concept and design are very sound and appropriate for building capacity for the SPHP. The PHPT as the special vehicle created for the implementation of the Programme was found to be in almost full operation. The team of staff assembled under the leadership of the Chief Technical Advisor is highly qualified, committed to SPHP and working hard and effectively in pursuit of the main objectives of the Programme.

All the substantive objectives of the Programme, namely, creating a critical mass of support for SPHP, developing capacity for SPHP at all levels, streamlining procedures for SPHP, facilitating housing support initiatives by local communities and assisting local organized communities, NGO's and CBO's, are being achieved at varying rates of effectiveness.

The team found that the outputs expected are being produced effectively and that these are contributing to the achievement of the main objectives of the Programme.

The main issues identified here relate to the fact that, given its very limited resources, the PHPT has not taken a sufficiently strategic approach to its mission, particularly with regard to advocacy and capacity building for SPHP. With regard to both of these, as well as other objectives, the PHPT would benefit from concentrating more on upstream matters (policies, principles, frameworks, procedures, guidelines), working closely with key partners, empowering them to carry out activities and passing on learning and monitoring downstream implementation. Related to this is the postponement of the decentralization of the main functions relating to the substantive objectives, for a variety of reasons, which would clearly have strengthened the strategic and catalytic role of the PHPT.

It is mainly with regard to the more instrumental objectives of the Programme - establishing the institutional arrangements and linking SPHP to other programmes and initiatives, particularly those that are also focused on the elimination of poverty - that the Team found that the PHPT has experienced some difficulties. These were in most cases beyond the control of the PHPT or reflected early growing pains. The recent appointment of the first Board of Trustees will provide a firmer basis for addressing these issues and to

move forward with the full mandate of the PHPT.

The substantive findings and conclusions of the Team can best be summarized under five themes: the policy, the programme, the people, the process and the product.

The Policy

The PHPT contributed to the National Policy on SPHP and in turn benefited from the clarity and direction the policy brought to the programme. There is however a need for addressing certain areas where the policy does not appear to be sufficiently enabling and effective in guiding SPHP.

The Programme

The Programme was well conceived and designed addressing most key elements in the development of capacity for SPHP. Implementation has been slower than expected, mainly because of factors in the environment of the Programme over which it did not have control.

The People

The people involved in SPHP are highly committed, competent and effective in their work at all levels, particularly in relation to communities. The people who participate in PHP initiatives understand the process well, are well organized and effective in building their own houses and managing the process. The pride of ownership, the sense of self-worth and the hope and inspiration that this remarkable improvement in their quality of life bring to them, are in themselves highly significant results of a people-centred Programme.

The Process

The SPHP requires a new mindset of working with people to support their initiatives to help themselves. It requires constant flow of information and synergy to and from people in communities who are organizing themselves to improve every aspect of their wellbeing, focused on adequate housing or a home. As operationalized by the DOH and the PHPT, the SPHP is working quite well, but several aspects were identified where the process could be made to be more empowering of people and thus more effective.

The Product

It is clear that the SPHP facilitates the building by people of more adequate houses in terms of space and numbers of rooms, than could be expected from a developer-driven process. In fact, if the SPHP could be streamlined and made more empowering of people, the process could lead to a much faster rate of construction and greater progress with the elimination of housing poverty in South Africa.

RECOMMENDATIONS

The Team makes four sets of recommendations. The first set has to do with the current Programme/Trust and addresses the issues that were identified during the evaluation. The

second set addresses the issues that were identified with regard to the way the PHP operationalized and is affected by the current housing policy, institutional and regulatory environment. The third set deals with the requirements of going to scale with the SPHP as a major strategy for eliminating housing poverty in South Africa through locally self-reliant sustainable people-centred development. The fourth set recommends that the current Programme be extended and that the PHPT be continued as the main vehicle for taking SPHP forward and facilitating going to scale.

1. Fine-tuning the Programme

The following recommendations are made to the Board of Trustees of the PHPT:

- 1.1. Regularize Trust management
 - Appoint the CEO of the PHPT as soon as possible, implement a monitoring system with indicators and regular reporting, appoint the full staff complement to meet the increased demand for support and facilitation from provinces and local authorities. Clarify the mandate of the PHPT, taking into account the changing environment within which it has to fill a special niche to build capacity for SPHP strategically and catalytically.
- 1.2. Decentralize technical role
 - Develop a decentralization and devolution plan, appoint sub-national facilitators of SPHP, support the development of provincial capacity to develop local capacity to support communities, assist local authorities with development of community capacities to implement PHP, and develop a decentralized monitoring, advocacy and trouble-shooting plan.
- 1.3. Implement the full Programme
 - Develop and implement advocacy and social mobilization strategies, adjust the capacity development strategy to a more wholesale approach, develop a gender-mainstreaming strategy, and develop a synergy strategy with other programmes, sectors and projects, focusing on a more holistic approach to poverty eradication.

2. Adjusting the PHP and its environment

The following recommendations are intended to address issues that the Team has identified with regard to the functioning of the current SPHP system and its environment (target audiences for each recommendation are indicated in brackets):

- Develop a communication strategy between different levels of governance and within levels with regard to SPHP to encourage the new mindset and its reflection in management practices.
- Form appropriate partnerships (with CSIR and others) to make more information about appropriate technologies and materials available to communities planning PHP initiatives.
- Solve problems of land access, release and tenure that stall or delay PHP initiatives

- Train subsidy recipients and informal builders on site and cater for all who are selected by the communities, regardless of level of education or literacy.
- Review the PHDB system, the mandate and composition of the boards in order to make it more SPHP friendly and supportive.
- Review the SPHP procedural guidelines with a view to simplify them more so that they fully reflect a people- and community-driven process.
- Simplify the subsidy application and approval processes to establish clear accountability for decisions and transparency, including at the horizontal or community level.
- Monitor the subsidy application and approval processes more closely, identify obstacles, document complaints and institute a People Protector mechanism that can provide swift resolution in disputes, conflicts or obstructions.
- Involve all TLC's in SPHP as early as possible, building capacities that can continue to deliver when the new system of local authorities is implemented.
- Encourage communities seeking housing subsidies to start savings and credit initiatives to complement the subsidies, avoiding conditionalities and prerequisites.
- Promote and allow communities to build houses for orphans under proper guardianship arrangements. This will help provide housing for HIV/AIDS victims, among others
- Address rural housing development needs more systematically, removing remaining obstacles to access to land, legalization of titles and the housing rights of farm workers.

3. Taking SPHP to scale

Taking SPHP to scale means creating full awareness of the opportunity it provides in every household living in poverty in the country. It means having the capacity to then respond to the demand generated in a timely and empowering manner. It is recommended that the following elements of the adjustments required be implemented in such a way that their effects are systemic and synergetic:

1. The policy
 - Adjust the subsidy system to create four separate, overlapping processes – land, capacities, services and houses - for eliminating housing poverty.
 - Make Local Authorities the front line implementers of PHP in close collaboration with local organized communities.
 - . Recognize this informal sector role and empower it through appropriate capacity development, protection and stimulation.
 - Challenge people to mobilize their communities to take PHP initiatives to eliminate housing poverty in their midst by a national target date, such as 2010. Commit to provide the necessary resources to achieve that national goal.
 - Create an enabling environment for PHP by allocating adequate resources, creating supportive legal, regulatory frameworks and policies, and constantly reinforcing people's confidence in themselves and their self-reliance in rising out of poverty.

2. The people
 - Empower local communities more to guard the wellbeing and safety of all their members, including eliminating housing poverty in their midst, through representative self-steering organs, such as inclusive community trusts or civic organizations.
 - Encourage and strengthen savings and loan initiatives as complements to the subsidy scheme to meet housing needs more quickly, self-reliantly and sustainably
 - Promote equity, monitor the equity results of PHP and other housing programmes regularly and take steps to improve equity in all respects, particularly gender.
 - Protect all people's rights in the implementation of PHP and other housing programmes.
 - Support community representative organizations or groupings such as forums and trusts that are open, inclusive and create synergy in the community. Facilitate conflict resolution to help overcome obstacles and move PHP forward.

3. The Process:
 - Recognize that SPHP involves a shift in mindset from implementation by government through outsourcing or directly to the facilitation of implementation by people themselves through their own organizations.
 - Promote this mindset and reward adoption and successful implementation by management at all levels, particularly the local authority level.
 - Further simplify the SPHP implementation guidelines by making them more people-centred, less project and control centred, relying more on horizontal transparency and accountability than on technocratic procedures to provide public trust and protect the public interest against corruption.
 - Stress learning by doing more than up front capacity development to boost people's self-confidence and support their learning by on site monitoring and coaching. Make brief apprenticeship arrangements to complement basic skills training.
 - Accept SPHP as a product in itself, in addition to being a sound and effective process for eliminating housing poverty.
 - Reward excellence in SPHP and celebrate success nation-wide with appropriate media promotion.

4. The Product:
 - Protect people's right to choose their own house design or to specify the design features they prefer as well as to participate in decisions about the services provided to the site.
 - Ensure through national policy that a minimum standard of adequate housing is provided by public subsidies across the country with provinces having the right to increase these standards at their own expense, as long as they do not delay achieving the national target date for eliminating housing poverty.
 - Make the provision of adequate land for the housing of all homeless people in a jurisdiction a first priority and settle all on legal sites before investing scarce resources in later phases of the process of eliminating housing poverty, such as site services and building houses.
 - Plan the development of integrated communities and avoid replication of the apartheid

pattern of relegating people in poverty to remote locations poorly served by transportation and employment opportunities.

- Make adequate essential site services a second priority, planning with communities and ensuring their participation in key decisions about standards and costs of operation and maintenance.
 - Promote public acceptance of other options providing for greater density, flexibility and mobility and encourage PHP initiatives to provide greater diversity of shelter options.
 - Make information on appropriate technologies and materials available to communities planning PHP initiatives and promote their use through demonstrations and pilot projects.
 - Build environmental awareness, protection and beautification into the capacity development strategy for SPHP at all levels, particularly at the local community level. Reward community excellence in management and care of the environment - both private and public spaces.
5. The programme:
- See the elimination of housing poverty as the cornerstone or foundation of poverty eradication, allowing communities to address their basic needs in a holistic way, dealing with any dimensions of poverty of concern to them.
 - Conduct a nation-wide social mobilization campaign in support of PHP as a major poverty eradication initiative, involving cooperation among all levels of government and the full involvement of all partners at all levels.
 - Decentralize the PHPT operations to support the core functions and to monitor the implementation of SPHP closely.
 - Implement a capacity building programme for all key partners that focuses on training of trainers for SPHP and related people-centred development at every level of governance.
 - Strengthen partnerships with all stakeholders, and challenge them to champion the social mobilization campaign at all levels.
 - Create a 'Social Capital and Synergy Building Fund' and promote a more diverse approach to the financing of PHP.
 - Enlist all media in a massive nation-wide, but at the same time local, awareness campaign on SPHP and encourage greater voice for communities and people in the media.

4. Continue the PHPT and mobilize further support for the Programme

As the current Programme supported by UNDP has an end date of March 2000, it is important that immediate consideration be given to the following recommendations:

- Extend the current Programme and implementation arrangements, as adjusted on the basis of recommendations in set 1 (fine-tune the Programme), for at least a year (UNDP/UNCHS).
- Recognize the pivotal role that the PHPT has to play in taking SPHP to scale; review its mandate on the basis of the expanded and more catalytic role recommended for it in set 3 above; and empower it with an appropriate mandate and adequate resources to

play that role effectively (DOH).

- Mobilize further financial resources to strengthen SPHP and to meet the increased demand that will result as communities start PHP initiatives on a more massive scale (UNDP with DOH and other donors)

PREFACE

The Evaluation Team wishes to thank the people who have made this report possible. These include the responsible officers of the sponsoring organizations who designed the evaluation exercise and provided guidance to the Team: Neville Karsen and Francois Jacobs of DOH, David Whaley, Ben Temu and Metsi Makhetha of UNDP Pretoria, David Kithakye of UNCHS, Nairobi, and Rebecca Black of USAID South Africa. The PHPT Team (Lalith, Bene, Dorrell, Eunice, Pinky, Siviwe and Vino), assisted the Evaluation Team greatly in making documents available, making arrangements for the field work and accompanying the Team, and commenting in detail on the draft report to assist with the accuracy of facts and interpretations. Without their cooperation and assistance the evaluation would not have been feasible in such a short period.

The cooperation of the people who granted interviews to the Team, assembled on sites and answered our questions, opened their homes so that we could see the results of the PHP and their work is greatly appreciated as providing the raw material for our findings. We trust the report will reflect their views accurately and that the pictures of their work will give readers a concrete sense of the significant achievements they have accomplished. We thank them all and wish them continued success with their self-reliant efforts to improve their housing and quality of life.

Everywhere people were interested to know what would happen with the report and how they would learn about the conclusions and recommendations. We promised them that we would recommend to the sponsors that all people who granted us interviews and all the PHP community organizations that welcomed us to their sites and houses should receive a copy of the report, along with all the other stakeholders. Since it is a large report, it is probably most practical to share the Executive Summary, along with the pictures and the comparative material with everybody.

We trust that this report will strengthen the SPHP policy and movement in South Africa and contribute to the elimination of housing poverty in the country within the next ten years through the mobilization of the whole society and all partners in SPHP.

Finally, I should like to thank the Evaluation Team members for their excellent team work and cooperation, their tolerance, sense of humour and perseverance in what was at times a very grueling process. It is their combined individual contributions that made this report what it is, although the final touches had to be left to me. I trust they can live with these and still recognize their own contributions to our consensus on the conclusions and recommendations.

Jan J. Loubser
Evaluation Team Leader
New York, December 14, 1999

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1. Terms of Reference
2. List of Contacts
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LIST OF ABBREVIATIONS

BESG:	Built Environment Support Group
CAP:	Community Action Planning
CEDAW:	Convention on the Eradication of Discrimination Against Women
CBO:	Community-based Organization
CRO:	Community Representative Organization
DAG:	Development Assistance Group
GSA:	Government of South Africa
DLA:	Department of Land Affairs
DOH:	Department of Housing
HSC:	Housing Support Centre
HSI:	Housing Support Initiative
KZN:	Kwa-Zulu Natal
MEC:	Member of the Executive Council for Housing
MINMEC:	Joint Meeting of the Minister and Members of the Executive Council for Housing
NHBRC:	National House Builders Registration Council
NGO:	Non-governmental Organization
PDH:	Provincial Department of Housing
PHDB:	Provincial Housing Development Board
PHP:	People's Housing Process
PHPT:	People's Housing Partnership Trust
PSIA:	Programme Support Implementation Arrangements
PTO:	Permission to Occupy
The Programme:	Capacitation Programme for Support to the People's Housing Process
SA:	South Africa
SPHP:	Support for the People's Housing Process
TLC:	Temporary Local Council
UNCHS:	United Nations Centre for Human Settlements (Habitat)
UNDP:	United Nations Development Programme
USAID:	United States Agency for International Development

EXECUTIVE SUMMARY

INTRODUCTION

The Capacitation Programme for Support to the People's Housing Process (the Programme) is a programme of the Department of Housing of the Government of South Africa. The Programme recognizes the fact that the majority of people in South Africa have always built their own houses, as people everywhere have done since the dawn of civilization. The Programme is designed as a vehicle for building capacity at all levels for **Support to the People's Housing Process (SPHP)**, to which the GSA committed itself in the National Housing Strategy made national policy in May 1998. A Programme Support Document prepared by UNCHS (Habitat) in 1995 with UNDP financial support, outlined a programme of support over an initial period of three years for an estimated cost of US\$6.805 million. UNDP subsequently developed a Programme Support Implementation Arrangement document that defined the objectives and outputs of the Programme more specifically. With the preparatory assistance, the UNDP is contributing US\$2.904 million, the Government of South Africa through the Department of Housing committed the equivalent of US\$1.675 million and USAID later committed US\$3 million in parallel funding.

The first objective of the Programme was to establish the necessary institutional arrangements to carry out the capacitation programme for SPHP. The main initial output of the Programme was the creation of the People's Housing Partnership Trust (the PHPT) to carry out the rest of the Programme. Once the PHPT became operational, it assumed responsibility for the implementation of the Programme. It remains important, however, to retain the distinction between the Programme and the PHPT. While the Programme was to have a finite life span of three years, the PHPT was to have a longer-term purpose of unspecified length.

The distinction between another set of concepts is important in the report: The SPHP stands for support to the people's housing process, which is the official policy of the GSA. PHP is the people's housing process as carried out by people themselves in building their own houses. PHPT's mandate and mission is SPHP, not PHP, which must be left to the people to do themselves. The evaluation focuses on SPHP as carried out by the PHPT.

A team of five consultants (the Team) was appointed to undertake an independent Mid Term Evaluation of the Programme and its implementation by the PHPT. The purpose of the Evaluation was to examine the implementation of the Programme with a view to identifying areas in which improvements were needed and to reinforcing initiatives and features that signal the eventual success of the Programme.

The Team reviewed documentation, interviewed stakeholders at national, provincial and local levels and visited sites in 7 of the 9 provinces over a period of three weeks, November 8 – 26, 1999.

FINDINGS AND CONCLUSIONS

In accordance with the terms of reference, the Team examined the evidence with regard to efficiency, effectiveness, implementation, management arrangements, and monitoring of programme performance. The report also deals with other matters of special relevance to the Programme, such as equity and appropriate technology and materials.

The principal findings are that the Programme's concept and design are very sound and appropriate for building capacity for the SPHP. The PHPT as the special vehicle created for the implementation of the Programme was found to be in almost full operation. The staff assembled under the leadership of the Chief Technical Advisor are highly qualified, committed to SPHP and working hard and effectively in pursuit of the main objectives of the Programme.

All the substantive objectives of the Programme, namely, creating a critical mass of support for SPHP, developing capacity for SPHP at all levels, streamlining procedures for SPHP, facilitating housing support initiatives by local communities and assisting local organized communities, NGO's and CBO's, are being achieved at varying rates of effectiveness.

The team found that the outputs expected are being produced effectively and that these are contributing to the achievement of the main objectives of the Programme.

The main issues identified here relate to the fact that, given its very limited resources, the PHPT has not taken a sufficiently strategic approach to its mission, particularly with regard to advocacy and capacity building for SPHP. With regard to both of these, as well as other objectives, the PHPT would benefit from concentrating more on upstream matters (policies, principles, frameworks, procedures, guidelines), working closely with key partners, empowering them to carry out activities, reinforcing learning and monitoring downstream implementation. The team also noted with concern the postponement of the decentralization of the main functions relating to the substantive objectives, for a variety of reasons. If this had been implemented, it would clearly have strengthened the strategic and catalytic role of the PHPT.

It is mainly with regard to the more instrumental objectives of the Programme - establishing the institutional arrangements and linking SPHP to other programmes and initiatives, particularly those that are also focused on the elimination of poverty - that the Team found that the PHPT had experienced some difficulties. These were in most cases beyond the control of the PHPT. The recent appointment of the first Board of Trustees will provide a firmer basis for addressing these issues and moving forward with the full mandate of the PHPT.

The substantive findings and conclusions of the Team can best be summarized under five themes: the policy, the programme, the people, the process and the product.

The Policy

The PHPT contributed to the National Policy on SPHP and in turn benefited from the clarity and direction the policy brought to the programme. There is however a need for addressing certain areas where the policy does not appear to be sufficiently enabling and effective in guiding SPHP.

The Programme

The Programme was well conceived and designed addressing most key elements in the development of capacity for SPHP. Implementation has been slower than expected, mainly because of factors in the environment of the Programme over which it did not have control.

The People

The people involved in SPHP are highly committed, competent and effective in their work at all levels, particularly in relation to communities. The people who participate in PHP initiatives understand the process well, are well organized and effective in building their own houses and managing the process. The pride of ownership, the sense of self-worth and the hope and inspiration that result from this remarkable improvement in their quality of life, are in themselves highly significant outcomes of a people-centred Programme.

The Process

The SPHP requires a new mindset aimed at helping people to help themselves and supporting their initiatives. It requires constant flows of information and synergy to and from people in local communities who are organizing themselves to improve every aspect of their wellbeing, focused on adequate housing. As operationalized by the DOH and the PHPT, the SPHP is working quite well, but several aspects were identified where the process could be made to be more empowering of people and thus more effective.

The Product

It is clear that the SPHP facilitates the building by people of bigger and better houses in terms of space and numbers of rooms, than could be expected from a developer-driven process. In fact, if the SPHP could be streamlined to make it more empowering of people, the process could lead to a much faster rate of construction and greater progress with the elimination of housing poverty in South Africa.

RECOMMENDATIONS

The Team makes four sets of recommendations:

- The first set addresses the issues identified during the evaluation with regard to the current Programme and the way the PHPT implements it.
- The second set addresses the issues with regard to the way SPHP is operationalized and the current housing policy, institutional and regulatory environment affect it.

- The third set makes recommendations on how SPHP can be taken to scale as the major strategy for eliminating housing poverty in South Africa through locally self-reliant, sustainable people-centred development.
- The fourth set recommends that the current Programme be extended and that the PHPT be continued as the main vehicle for implementing the recommendations.

1. Fine-tuning the Programme

The following recommendations are made to the Board of Trustees of the PHPT:

1.1. Regularize PHPT management

- Appoint the CEO of the PHPT as soon as possible, implement a monitoring system with indicators and regular reporting, appoint the full staff complement to meet the increased demand for support and facilitation from provinces and local authorities. Clarify the mandate of the PHPT, taking into account the changing environment within which it has to fill a special niche to build capacity for SPHP strategically and catalytically.

1.2. Decentralize technical role

- Develop a decentralization and devolution plan, appoint sub-national facilitators of SPHP, support the development of provincial capacity to develop local capacity to support communities, assist local authorities with development of community capacities to implement PHP, and develop a decentralized monitoring, advocacy and trouble-shooting plan.

1.3. Implement the full Programme

- Develop and implement advocacy and social mobilization strategies, adjust the capacity development strategy to a more wholesale approach, develop a gender-mainstreaming strategy, and develop a synergy strategy with other programmes, sectors and projects, focusing on a more holistic approach to poverty eradication.

2. Adjusting the SPHP and its environment

The following recommendations are intended to address with regard to the functioning of the current SPHP system (target audiences for each recommendation are indicated in brackets):

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- Form appropriate partnerships (with CSIR and others) to make more information about appropriate technologies and materials available to communities planning PHP initiatives.
- Solve problems of land access, release and tenure that stall or delay PHP initiatives

- Train subsidy recipients and informal builders on site and cater for all who are selected by the communities, regardless of level of education or literacy.
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- Encourage communities seeking housing subsidies to start savings and credit initiatives to complement the subsidies, avoiding conditionalities and prerequisites.
- Promote and allow communities to build houses for orphans under proper guardianship arrangements. This will help provide housing for HIV/AIDS victims, among others
- Address rural housing development needs more systematically, removing remaining obstacles to access to land, legalization of titles and the housing rights of farm workers.

3. Taking SPHP to scale

Taking SPHP to scale means creating full awareness of the opportunity it provides in every household living in poverty in the country. It means having the capacity to then respond to the demand generated in a timely and empowering manner. It is recommended that the following elements of the adjustments required be implemented in such a way that their effects are systemic and synergetic:

There are many detailed recommendations, but they all derive from a few basic principles that are central to PHP and the new holistic people-centred development paradigm that it reflects. It is recommended that a whole systems approach be adopted and that the following elements of the adjustments that are required be implemented in such a way that their effects are systemic and synergetic:

1. *The Policy*

- Adjust the subsidy system to create four separate, overlapping processes – land, people's capacities, services and houses - for eliminating housing poverty.
- Make Local Authorities the front line implementers of PHP in close collaboration with local organized communities.
- Recognize the role of the informal sector and empower it through appropriate capacity development, protection and stimulation.
- Challenge local communities, together with Local Authorities and other stakeholders, to mobilize their communities to take to eliminate housing poverty in the community

through the PHP by a national target date, such as 2010. Commit the necessary resources to achieve that national goal.

- Create an enabling environment for PHP by allocating adequate resources, creating supportive legal, regulatory frameworks and policies, and constantly reinforcing people's confidence in themselves and their self-reliance in rising out of poverty.

2. *The People*

- Empower local communities more to foster the wellbeing and safety of all their members, including eliminating housing poverty, through representative self-steering organs, such as inclusive community trusts or civic organizations.
- Encourage and strengthen savings and loan initiatives as complements to the subsidy scheme to meet housing needs more quickly, self-reliantly and sustainably.
- Promote equity, monitor the equity results of PHP and other housing programmes regularly and take steps to improve equity in all respects, particularly gender.
- Protect all people's rights in the implementation of PHP and other housing programmes.
- Support community representative organizations or groupings such as forums and trusts that are open, inclusive and create synergy in the community. Facilitate conflict resolution to help overcome obstacles and move PHP forward.

3. *The Process*

- Recognize that SPHP involves a shift in mindset from top-down implementation by government (through outsourcing or directly) to the facilitation of implementation by people themselves through their own organizations.
- Promote this mindset and reward adoption and successful implementation by management at all levels, particularly the local authority level.
- Further simplify the SPHP implementation guidelines by making them more people-centred, less project and control centred, relying more on horizontal transparency and accountability than on technocratic procedures to provide public trust and protect the public interest against corruption.
- Stress learning by doing more than up front capacity development, in order to boost people's self-confidence. Support their learning by on site monitoring and coaching and make brief apprenticeship arrangements to complement basic skills training.
- Accept SPHP and PHP as products in themselves, in addition to being sound and effective processes for eliminating housing poverty.
- Reward excellence in SPHP and PHP and celebrate success nation-wide with appropriate media promotion.

4. *The Product*

- Protect people's right to choose their own house design or to specify the design features they prefer as well as to participate in decisions about the services provided to the site.
- Ensure through national policy that a minimum standard of adequate housing is provided by public subsidies across the country with provinces having the right to increase these standards at their own expense, as long as they do not delay achieving the national target date for eliminating housing poverty.

- Make the provision of adequate land for the housing of all homeless people within each local jurisdiction a first priority and settle all of them on legal sites before investing scarce resources in later phases of the process of eliminating housing poverty, such as site services and building houses.
- Plan the development of integrated communities and avoid replication of the apartheid pattern of relegating people in poverty or with low incomes to remote locations poorly served by transportation and employment opportunities.
- Make adequate site services a second priority, planning with communities and ensuring their participation in key decisions about standards and costs of operation and maintenance.
- Promote public acceptance of other options providing for greater density, flexibility and mobility and encourage PHP initiatives to provide greater diversity of shelter options.
- Make information on appropriate technologies and materials available to communities planning PHP initiatives and promote their use through demonstrations and pilot projects.
- Build environmental awareness, protection and beautification into the capacity development strategy for SPHP at all levels, particularly at the local community level. Reward community excellence in management and care of the environment - both private and public spaces.

5. *The Programme*

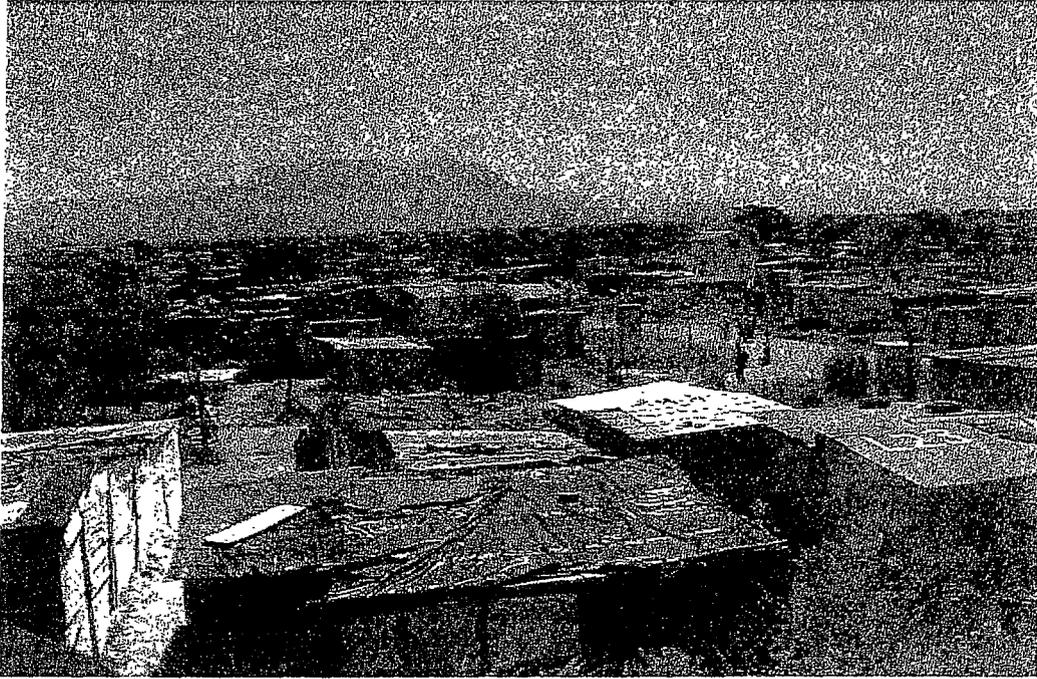
- See the elimination of housing poverty as the cornerstone or foundation of poverty eradication, allowing communities to address their basic needs in a holistic way, dealing with any dimensions of poverty of concern to them.
- Conduct a nation-wide social mobilization campaign in for SPHP as a major poverty eradication initiative, involving cooperation among all levels of government and the full involvement of all partners at all levels. Keep it open and inclusive, encouraging people who can afford their own housing to settle in the same communities.
- Decentralize the PHPT operations to support the core functions and to monitor the implementation of SPHP closely.
- Implement a capacity building programme for all key partners, which focuses on the training of trainers for SPHP and related people-centred development at every level of governance.
- Strengthen partnerships with all stakeholders, and challenge them to champion the social mobilization campaign at all levels.
- Create a special fund with a broad community empowerment mandate (e.g., 'Social Capital and Synergy Building Fund') and promote a more diverse approach to the financing of PHP.
- Enlist all media in a massive nation-wide, but at the same time local, awareness campaign on SPHP and encourage greater voice for communities and people in the media.

4. **Continue the PHPT and mobilize further support for the Programme**

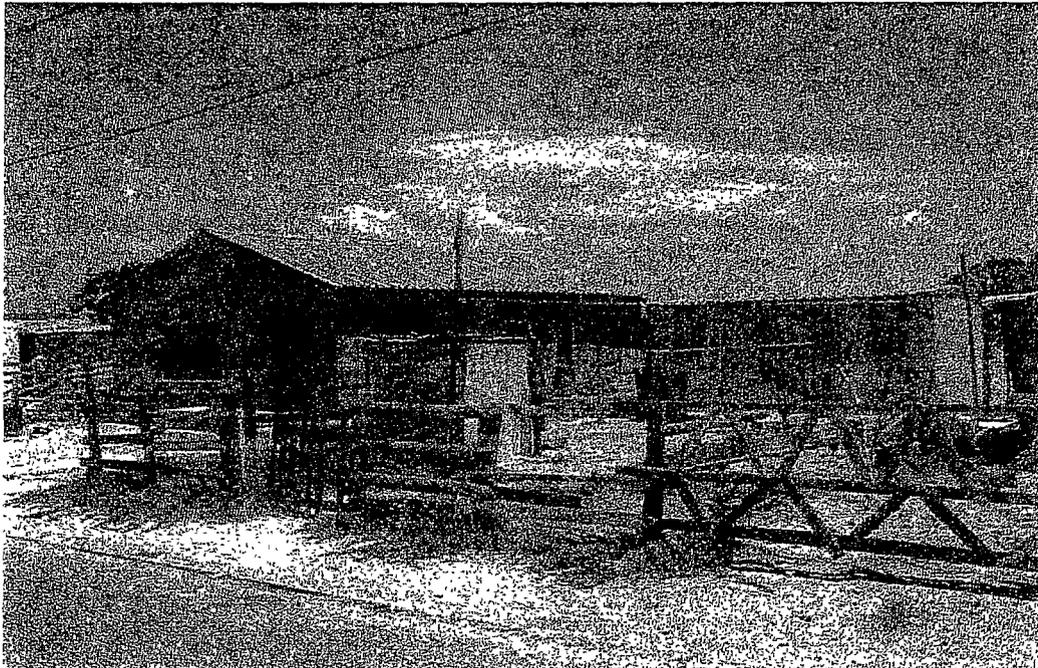
As the current Programme supported by UNDP has an end date of March 2000, it is important that immediate consideration be given to the following recommendations:

- Extend the current Programme and implementation arrangements, as adjusted on the basis of recommendations in set 1 (fine-tune the Programme), for at least two years, which is possible with already available funds (UNDP/UNCHS, USAID).
- Recognize the pivotal role that the PHPT has to play in taking SPHP to scale. Review its mandate on the basis of the expanded and more catalytic role recommended for it in set 3 above. Empower it with an appropriate mandate and adequate resources to play that role effectively (DOH).
- Mobilize further financial resources to strengthen SPHP and to meet the increased demand that will result as communities start PHP initiatives on a more massive scale (UNDP, USAID with DOH and other donors).

THE PEOPLE'S HOUSING PROCESS IN PICTURES



New Rest, Western Cape, before PHP, a typical community living in housing poverty. The community has formed a Trust and with the assistance of the University of Cape Town, has made a comprehensive socio-economic survey of the entire community, is planning its subsidy application and the layout of the new community on the same site.



In Kayalitza, Western Cape, a PHP house in the centre, stands out against the DDP ones, on the right and in background. At 32 m², with three rooms and inside toilet, it contrasts dramatically with the 16 m², one room and outside toilet slab provided by the developer-driven process, for the same subsidy.



A PHP house in Top City, Potchefstroom, North Western, contrasts with the much smaller slab for a developer-driven process house in the background.

Top City, Ikageng, Potcheftsroom

The stands in Top City have been serviced and therefore the residents are entitled to a R7,500 subsidy. With this they have the choice of using the PHB or a developer. With PHP they have been building 56m² houses, whereas a developer only provides 30m² units.

The materials supply system provided by the HSC works very well. Participants receive payments from their subsidy direct to their bank account, and pay for materials themselves. On completion of each stage (evidenced by receipts for the full amount they have received) they receive the next instalment. The account administrator works for the Potchefstroom Municipality.

It has taken a long time for the project to become operational. The first subsidy applications were in 1997, but the first payments were only received in May 1999. Out of 732 sites, subsidies have been approved for only 244. But some may be rejected due to failure to meet eligibility criteria.

In most cases, the houses are built by local contractors/artisans, with an average payment of R1, 200 for labour. Second hand materials are often used in the new building to reduce costs.

This project reflects very clearly three aspects of the PHP which are important:

- ◆ that people get larger houses, with more rooms, than they would with the developer route;
- ◆ that they are willing to re-use second hand materials (e.g. from the shack they have left) to make funds go further, and will manage (somehow) to find the money to build pay a builder; and
- ◆ that they are willing to forgo finishes such as plaster and paint until such time as they can save up for them.

It also reflects the vulnerability of the process to political interference.



Experimenting with two-story houses in Hazeldene, Western Cape

The SA Homeless People's Federation/People's Dialogue project, Hazeldene.

The uTshani Fund has been used to fund construction pending approval of subsidies, which speeds up the process and allows much more confidence by beneficiaries. (The interest rate is 1% per month, payable over 15 years, but usually the loan is shorter as it is repaid by the subsidy. Also they have introduced a system whereby monthly payments are credited to principal once every three months, which reduced the effective interest rate to about 9%.)

About R12,000 is used for each house. This is possible because of additional subsidy for bad soil conditions and refund of VAT on building materials.

The standard of the houses was high in terms of size and finish. Most participants have improved them since they moved in. The current standard house is 56m², on plots of about 130 m². They have engaged "guilds" of builders who do the majority of the construction, but the owners must do the unskilled labour, such as bringing blocks, digging trenches etc. The information and support centre buys the materials in bulk and thereby gets good prices.

A project of 235 units currently under construction will take about 20 months to complete from the acquisition of the land to completion. Houses are occupied before infrastructure is installed.

They are going to engage the residents in the infrastructure to reduce the cost. One of their sites is right next to an ISLP site: the contrast is very instructive as the latter provides units of just 16m², and some of the units are prefabricated, and cannot easily be extended. The toilet is on a slab with a self-built structure (a shack type usually) around it.

The community involvement process has allowed the adoption of "lower" standards, including narrower (and officially illegal) roads, smaller stands and the occupation of houses before services are installed.



Joe Slovo, Eastern Cape, people, mostly women, install shallow sewers by themselves.

SA Homeless People's Federation: Joe Slovo, Port Elizabeth/Despatch

This is an important example of people driven development. It started with the community preparing their own layout, which was later formalised with technical assistance. Subsequently they have decided to construct their own infrastructure, and by adopting more economical standards of infrastructure, they have kept the services prices to about R3,000 per stand.

This project proves the ability of people to manage their affairs in terms of doing their own layout, and negotiating their own solutions.

They are funding the housing and infrastructure with loans from the uTshani Fund, which will be repaid when subsidies are paid.

The community is flexible in that they are living in difficult conditions but are willing to put up with it in expectation of improved conditions in the future.

They have a system of grouping residents into clusters of 100 households in order to simplify communication.

Residents working on the construction are doing so as employees of the community, not volunteers, but their wages are kept to a minimum as the cost of the services will directly impact the residual amount for housing. Therefore they are willing to work on a piece work basis at low rates.

While the project is an initiative of the Federation, many people who do not belong to the savings clubs have moved into the community. Communication with them is not always effective as they do not attend meetings regularly.



On site training of people selected by the community at a Housing Support Centre in Uitenhage, Eastern Cape

Uitenhage TLC

The municipality has developed a system to support PHP and now has three out of their four projects implemented through PHP.

They are also servicing land with their own funds to settle people in the pipeline for subsidies. The land is serviced with simple gravel roads, standpipes and bucket latrines.

The councillors are very involved in community development and empowerment. The council has adopted new ways of working including interdisciplinary teams. They have also established new committees to serve the needs of PHP projects.

They think that the present policy puts them at a disadvantage in terms of having to meet the up-front costs of planning and site development; as well as establishment of HSC's before subsidies are approved. On site training is conducted at an HSC for people selected by communities for training in building skills.

However, the process is accelerating. Originally it was quite slow, but now it is gathering momentum. A standard house takes about 7 days to build. This is a good example of public/community synergy.



In Ocean View, Western Cape, a family is building its the new house around their shack (visible through the window), while they are still living in it.



The Housing Support Centre in North Local Council, Kwa-Zulu Natal, being built with mud bricks by the community itself, with assistance from AusAid. It will eventually serve as a community centre. This is one of the rare examples of local materials being used in PHP.

COMPARATIVE PERSPECTIVES ON SPHP AND PHP

The following brief accounts of the experience of neighbouring countries demonstrate the extent to which the people's housing process has been recognized and supported as a major element in housing policy and in poverty alleviation strategies.

Zimbabwe

Zimbabwe has been an outstanding example of the use of private sector (building society) finance for low income housing on a wide scale and over a period of about 15 years. As a result of this people-driven process no developer projects of any size have been built since about 1984.

Local authorities service the stands, and applicants are drawn from a waiting list. Local authorities screen applicants and submit the completed forms for approval by the building societies that normally respond within a few days. Among the important factors contributing to the success of the scheme were:

Government required that Building Societies, in return for paying savers tax free, should invest 25% of such savings in low cost housing (actually that figure is typically exceeded)

Building standards typically required by Building Societies were reduced to conform to the reduced ones that Local Authorities applied to self-build housing.

A low-start mortgage scheme was used to make the earlier years instalments more affordable.

In assessment of income, applicants were allowed to include rental income from any rooms they might not require for their own use.

Applicants using contractors (these do not have to be formal contractors) received a 25% advance. Self-builders received a 100% advance. (In this connection it should be noted that the scheme has resulted in the development of many excellent small contractors).

The government guarantees loans to low income people. Building societies require 10% deposit for low-income loans, but the value of labour is accepted as equivalent to this.

The problem with the scheme recently has been that interest rates are very high, thus making loans unaffordable. Also, Government withdrew the tax concessions on the deposits, thereby making savings in building societies less attractive, and severely reducing the capital available for funding low-income housing.

Zambia

Shortly after Independence Zambia adopted self help housing as a policy to run in parallel with the then conventional Council-owned housing for rental. Within eight years it had become the only mechanism.

Local Government was responsible for managing the development. The components were serviced stands (either so-called "basic" which was gravel road, pit latrines and shared water taps, or "full" which included waterborne sanitation).

The system was perfected under a World Bank project, and 50 families were being allocated plots per week. Houses on basic plots typically took about four weeks to complete: those on full standard plots much more because of the plumbing and water connections, and higher costs involved.

Applicants received a building materials loan, and materials were delivered to their site. They had a choice of designs or could use their own, which was approved in the field. They had to construct their sanitation before moving onto the plot, and had to complete digging of the foundations before receiving any materials from their loan. Anyone not building on the stand within six months had it withdrawn.

All applicants went through three briefing sessions in which the operation of the scheme was explained and they elected leaders for their area.

Legislation was adopted (Housing (Statutory and Improvement Areas) Act) which gave security of tenure and relaxed building standards.

The main problems in operating the scheme were that building materials stores were regularly burgled and were subject to high losses, but there was no private sector building materials industry during the 1970s/1980s. The second one was that there has been severe cost recovery problems in connection with building materials loans and service charges.

Botswana

At least 50% of all residential stands in Botswana have been developed through a people-centred housing development process. There have been no examples of developer driven housing for the low-income group in Botswana since the inception of this policy.

Initially it was considered that Local Government was the correct vehicle to manage the process, but neither the right skills nor administrative tradition existed. For this reason a new agency was established with donor funds, the Self Help Housing Agency (SHHA), which worked within, but not under, Local Government. Later, it was fully integrated into Local Government.

One of the important points of the policy is that stands were serviced to very affordable standards, namely gravel roads, shared water taps and pit latrines. This made it affordable for everyone. Participants also received a non-means tested loan for house construction and built their houses themselves or with hired labour. Materials were bought in bulk by the SHHA and delivered to the plot.

Among the problems experienced by the scheme were that the building materials loan could not be used for construction costs and some people were unable to find the funds to pay a builder. This was later changed. Also the size of the loan was not increased at the rate of inflation. The servicing standard has been criticised for being too low for those who could afford water-borne sanitation.

Namibia

According to the Habitat Agenda and Istanbul Declaration, June 1996, access to land and security of tenure should be provided "... to all people, including women and those living in poverty." Namibia's experience in housing delivery preceded the Istanbul Declaration.

Namibia's National Housing Programme, popularly known as "Build Together Programme", initiated a People's Process of Housing in 1991. The central goals of the Programme were (a) to give every Namibian family a fair opportunity to acquire land with basic services; and (b) to facilitate access to appropriate shelter at affordable cost.

The Programme was designed for low-income people, especially those who had no place to live, migrants and returnees. They could obtain a lease of a plot of land and either build a permanent house right away or gradually with any building materials available locally. Local authorities developed plots at affordable cost through cross subsidies, community work and appropriate standards.

Funds from the capital budget for housing were targeted for the most disadvantaged people, including those who did not have access to land, serviced land and housing in the formal market. Over 45 percent of the participants of the Programme were women heading households.

In order to sustain the Programme, the Government followed an important principle, that housing should be financed on a loan rather than a grant basis.

Namibia's Programme won the Habitat Scroll of Honour, awarded by the United Nations.

**MID-TERM EVALUATION REPORT
ON THE CAPACITATION PROGRAMME FOR
SUPPORT TO THE
PEOPLE'S HOUSING PROCESS (SAF/96/001)**

I. INTRODUCTION

The Capacitation Programme for Support to the People's Housing Process (the Programme) is a programme of the Department of Housing of the Government of South Africa. The Programme recognizes the fact that the majority of people in South Africa have always built their own houses, as people everywhere have done since the dawn of civilization. The Programme is designed as a vehicle for building capacity at all levels for **Support to the People's Housing Process (SPHP)**, to which the GSA committed itself in the National Housing Strategy made national policy by MINMEC in May 1998. A Programme Support Document prepared by UNCHS (Habitat) in 1995 with UNDP financial support, outlined a programme of support over an initial period of three years for an estimated cost of US\$6.805 million. UNDP subsequently developed a Programme Support Implementation Arrangement document that defined the objectives and outputs of the Programme more specifically. With the preparatory assistance, the UNDP is contributing US\$2.904 million, the Government of South Africa through the Department of Housing committed the equivalent of US\$1.675 million and USAID later committed US\$3 million in parallel funding.

The first objective of the Programme is to establish the necessary institutional arrangements to carry out the capacitation programme for SPHP. The main initial output of the Programme was the creation of the People's Housing Partnership Trust (the PHPT) as a special purpose vehicle to carry out the rest of the Programme. Once the PHPT became operational it assumed responsibility for the implementation of the Programme. It remains important, however, to retain the distinction between the Programme and the PHPT. While the Programme was to have a finite life span of three years, the PHPT was to have a longer lease on life, as yet undefined.

A team of five consultants, fielded by the Government of South Africa (Department of Housing), UNDP, UNCHS and USAID, was appointed to undertake an independent Mid Term Evaluation of the Programme and its implementation by the PHPT. The purpose of the Evaluation was to examine the implementation of the Programme with a view to identify areas in which improvements were needed and to reinforce initiatives and features that signal the eventual success of the Programme.

In accordance with the major tasks under the Terms of Reference, the Team

- reviewed documented information provided by stakeholders;
- identified institutions, organizations and persons to be contacted and interviewed;

- held meetings with the Programme partners, visited selected national, provincial and local government offices, held meetings with NGO's, support groups and other organizations, made site visits and had interacted with people building their own houses;
- analyzed the data and findings, drew conclusions and formulated recommendations; and
- prepared the report.

The evaluation was carried out during the period November 8 – 26, 1999 of which the period November 10 – 22 was devoted to field visits to 7 of the 9 provinces. Interviews were conducted with officials and other partners and sites where the people's housing process is being implemented with the support of the Programme were visited. This was a highly charged programme that left inadequate time for documentary research and report writing, even with a large team that worked very well together.

The report consists of an introduction, a background chapter on the housing sector in South Africa, the policy framework, institutional context and the people's housing process. The evaluation focuses on the programme concept and design; programme implementation and programme results. Conclusions on the programme identify issues relating to efficiency, effectiveness, equity, implementation and management arrangements and monitoring and evaluation. Recommendations are presented in the last chapter on improvements in the current programme, adjustments in the SPHP and its environment, taking the SPHP to scale as the major strategy for eliminating housing poverty in South Africa and the continuation of the PHPT and the programme.

The Terms of Reference, list of documents reviewed and a list of the names of organizations and persons contacted are annexes to the Report on file at the UNDP Country Office in Pretoria and the UNCHS in Nairobi.

II. BACKGROUND

1. The Housing Sector in South Africa

No assessment of housing in South Africa is possible without an understanding of the extent to which housing was used as a tool for enforcing apartheid. Townships separated from "white" town by buffer strips; forced removal of people to so-called homelands, dumping of whole communities in rural areas on semi-serviced sites with no jobs or facilities: these are familiar symptoms of the deliberate distortions from which both rural and urban development suffered for decades.

The democratic government therefore had a massive task to rectify the spatial and economic distortions created by apartheid. It also inherited a massive housing backlog: following the relaxation of race-based land legislation, massive urbanisation had taken place. Accommodation was found by sharing houses with family members, leading to acute overcrowding; building shacks in the back yards of township houses, and by land invasions and other forms of informal settlements. In 1994 it was estimated that the

backlog was about 2 million houses, with households increasing at an estimated rate of about 200,000 per year.

As a result housing was at the top of the political agenda of the incoming government, and ambitious plans were made to build one million houses in five years. In June 1999, the housing deficit was estimated at 3.8 million houses, in spite of the fact that nearly 800,000 houses were built during the first five years of democratic government. However, this deficit reflects all housing shortages, not just low-income housing. It is not clear how many houses would have to be built in order to eliminate housing poverty in South Africa.

The Department of Housing was the first to complete its policy development process, and much praise was given to it for its speed and determination in the face of many obstacles. The policy had two components. Most importantly, the intention was, by the use of a transparent capital subsidy system, to at least give everyone access to a minimum, starter home, on a serviced site. Secondly, a number of special purpose organisations were created to give confidence to the financial sector to invest in low-income housing.

At Botshabelo, in October 1994, all stakeholders in the housing industry, including banks, developers, building materials suppliers and professionals, together with Government representatives at the national and provincial level, signed the Botshabelo Accord and committed themselves to working in a collaborative and mutually supportive way to implement the new policy.

However, progress on starting new projects was slow. The concept of a social compact between community, developer and local authority proved difficult to administer, and community dynamics often derailed agreements. Many difficulties were experienced in finding suitable land. Developers warned that they could not operate profitably unless the process was simplified.

A Task Team was established to investigate these problems, and recommended that procedures be adapted to local circumstances – in effect leaving it to the MEC to do away with the social compact, and substantially reducing the community input into project formulation.

Meanwhile ideas were being formulated for a housing delivery system that was much more community driven: in which the community would drive the process and people would build their houses without the use of developers. This came to be known as the “Support for People’s Housing Process”. The greater involvement of people in the design and formulation of the project resulted in greater satisfaction and the use of their own, and community, labour instead of commercial contractors, allowed bigger houses to be constructed. This also marked the recognition of the potential role of the informal sector in housing provision.

It is on the Support for the People’s Housing Process (SPHP) that this report is focused.

2. Policy framework

The National Policy for Supporting the People's Housing Process' was approved by MINMEC on 11 May 1998 and implementation guidelines were completed in June 1998.

The central component of the housing policy is the housing subsidy scheme. This is based on the following principles:

- That subsidies be paid to acquire affordable property with secure tenure and minimum health and safety standards;
- That all households earning less than R3 500 a month be eligible, but that subsidy levels be linked to actual income so that the poorest receive the greatest benefit;
- That a range of tenure and delivery options be accommodated;
- That private investment and sweat equity be encouraged to increase the value of the subsidy.

The scheme includes four different subsidy mechanisms:

(It should be noted that although the term "developer" is used below, the subsidies are available for projects developed through the SPHP, in which case the developer is usually an organized community, NGO, CBO or Local Authority)

- Individual subsidies: available for application by individual households in respect of single housing units.
- Project linked subsidies: available for application by developers – subsidies are awarded to households that are part of a group of qualifying people to access homes through a housing project.
- Consolidation subsidies: available for application by people – subsidies for home upgrading purposes are awarded to qualifying occupants of sites who have previously received state subsidies in respect of site servicing.
- Institutional subsidies: available for application by developers – subsidies to an institution that provides rental, or rent-to-own accommodation to qualifying people.

Subsidies are paid on a sliding scale, starting at R16,000 for families (or households) earning less than R1,500 per month, reducing to R5,000 for those earning between R2,501 and R3,500 per month. Additional amounts are available where geo-technical conditions are exceptionally difficult. Housing construction has been VAT zero-rated.

3. Institutional context

As stated developers are a central component in the implementation of the policy. However, it should be noted here that not only is the definition of a "developer" a broad one, but that there are many other agencies involved. In this section we shall briefly outline the role of the different levels of government.

Chapter 2 of the Constitution (Act 108 of 1996), the Bill of Rights, at section 26, states as follows:

1. Everyone has the right to have access to adequate housing
2. The State must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.
3. No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.

The constitution also states the responsibilities of different spheres of government. Housing is a concurrent competency between National and Provincial government.

3.1 National Government

The Department of Housing is responsible for determining policy, setting delivery targets, maintaining a data base with regard to subsidy allocations, monitoring production etc. All funds for the subsidies are received by the Department from the Department of Finance, and distributed to the Provinces.

The Department of Housing has developed, or assisted in the funding of, a number of special bodies to assist in the development of housing. These include:

National Urban Reconstruction Agency (NURCHA): intended to provide financial guarantees for projects that have been stalled due to lack of bridging finance or similar problems.

National Housing Finance Corporation: a wholesale financier of funds for lower income group housing.

Mortgage Indemnity Fund: an interim arrangement to indemnify bank lending to the low-income group (now closed down).

Servcon: an agency to manage properties that have been repossessed by banks due to default by the borrowers, and instill regular repayments at (initially) subsidised rates.

Social Housing Foundation: a body to support the development of social housing, especially affordable rental, or rent-to-buy, housing.

The Department made a R10 million grant to the uTshani Fund This capital fund was created by the SA Homeless People's Federation to provide small loans for housing for members of the savings schemes. This would allow them to develop sites and housing while waiting for formal approvals of subsidies and overcome other delays in the bureaucratic funding process. The uTshani Fund is also the central fund into which savings by the members of the SA Homeless People's Federation are placed.

3.2 Provincial Government

Each province has a Department responsible for housing that has similar duties to those of the National Department.

In addition each province has a Provincial Housing Development Board which is responsible for prioritising and approving or recommending approval of subsidy applications. The Boards receive their funds from the Department of Housing. Members of the Boards are appointed by the Member of the Executive Committee (MEC) responsible for housing within the Province. Boards are composed of people from stakeholders in the industry.

Demand for subsidies has been much greater than the funds available, as a result of which there is a pipeline of applications that have been approved but for which no funds are available. In some provinces this pipeline is several years long.

3.3 Local Government

Chapter 7 of the Constitution states the roles of Local Government, which are (at section 152):

- (a) to provide democratic and accountable government for local communities;
- (b) to ensure the provision of services to communities in a sustainable manner;
- (c) to promote social and healthy development;
- (d) to promote a safe and healthy environment; and
- (e) to encourage the involvement of communities and community organisations in the matters of local government.

The Housing Act 1997 gave much more specific powers and duties to Local Government in respect of housing. These include

- to set housing delivery goals for its area;
- initiate, plan, co-ordinate promote and enable appropriate housing development;
- establish facilitative agencies to support housing development;
- initiate, plan and execute appropriate housing development, and
- enter into a joint venture contract with a developer in respect of a housing development project.

3.4 Communities, NGOs and other Developers

The term “developers” as used in the subsidy guidelines may include community groups, NGOs, private sector developers or Local Government, or a combination of any of these.

Communities were a central component of the housing policy when it was first developed, but their involvement has been de-emphasised in the context of developer driven housing. However, concurrently the concept of the People’s Housing Process has

given a central role to communities wishing to take that responsibility. This is discussed in more detail in the following section.

There are many NGOs in the field of housing in South Africa. The most widespread and well known are the SA Homeless People's Federation and the People's Dialogue who work together and operate nationally. The remainder (mostly regional organisations such as DAG, BESEG and Corplan) are members of the Urban Sector Network.

4 Supporting the People's Housing Process

4.1 Procedures

The section describes briefly the institutional framework and procedures in Supporting the People's Housing Process. There are three components: a housing support organisation through which technical assistance grants are channelled; the government subsidies for site development and house construction; and an applicant community or group of people potentially eligible for subsidies. The policy guidelines allow many options; the summary presented here does not capture all possible combinations.

The following is a simplified outline of the process:

- *A community may apply for a "Facilitation Grant"*
The purpose of this grant is to assist a community to form its own Support Organisation, or to assist an NGO, Local Government or other agency to interact with the community to prepare a project application in collaboration with eligible families.
- *A contract is entered into between the eligible families and a support organisation*
The initiative may come from the community or a support organisation. Examples of the latter are NGOs, CBOs, Local Authorities or even private developers.
- *The community with the help of the support organisation develops a business plan.* This plan will describe:
 - how the houses are going to be built
 - what support is needed
 - who will provide the support
 - what the cost of these support functions will be
 - what control measures will be established

The document requires cash flow data, statement about the standards to be applied in respect of the housing and other technical data.

This plan is developed at their own risk without any financial support from the subsidy scheme.

- *The Support Organisation makes a subsidy application, including an establishment grant.* This application must be supported by a business plan in respect of the nature of the housing support initiative. This must include all technical material such as site layouts and house designs, costs of land acquisition, township establishment and services, and name the two persons who will be accountable for the management of the funds:
 - the “certifier”, a suitably qualified independent person who will certify the quality of work done on the project, and
 - The “account administrator”, who is responsible for paying the funds authorised by the certifier, to the subsidy receiving family.
- *The PHDP approves the applications. It may approve all applications or only some of them. If the PHDP declines an application, it must give reasons. An establishment grant of R570 per approved subsidy is paid*
- *The Housing Support Initiative (or Housing Support Centre) is started*
- *Work starts on site.*
The subsidy receiving families may decide what part of the work they wish to do by themselves or employ others to do.

4.2 Funding

There is no specific mechanism by which subsidy recipients may borrow funds to build or enlarge their house. However, there are a number of commercial and community based agencies that will make loans.

The SA Homeless People’s Federation has pioneered a regular savings scheme, the members of which may borrow from the uTshani Fund to build or enlarge their house. In some cases the fund has even been used to finance infrastructure pending the receipt of subsidy finance. Often the payments are borrowed only until subsidy payments have been received, but in some cases they are for construction that is not funded by the subsidy, in which case the term is fifteen years and the interest 1% per month.

Some Local Authorities, such as Cape Town Municipality, the South Peninsula Municipality (Western Cape) and Uitenhage (Eastern Cape) have also started their own micro-loans schemes.

In addition several “micro-lenders” give loans of typically about R6 000 with a term of five years.

5. Comparison between the Developer-driven process and SPHP

It is increasingly recognised that the SPHP requires a different mindset with regard to the housing provision process. The table on the next page illustrates some of the most apparent differences in the characteristics and achievements between the community-driven process, or SPHP, and the developer-driven process (DDP) that the Team found in South Africa.

SOME DIFFERENCES BETWEEN SPHP AND DEVELOPER-DRIVEN PROCESS

SPHP	DDP
More value for subsidy: larger house, more rooms	Less value for subsidy: smaller house, fewer rooms
Empowers community	Does not empower community
Builds capacity and social capital	Does not build capacity or social capital
Decision-making by people organized in community	Decision-making by developer and local authority
Builds self-reliance	Reinforces dependency
Other social organizations can participate as partners	No participation by other partners except sub-contractors
Can serve both urban and rural communities equally well	Seems more suitable for urban and peri-urban communities
Need community facilitators	Does not use facilitators
Create more jobs in the community	Create few jobs in community
Informal sector friendly	Formal sector dominated
Slower process	Faster process
Community/local authority monitored	Developer/local authority monitored

It should be noted that while the SPHP tends to be slower than the DDP, this is mainly the result of the procedures involved in making and approving applications. In the case of the DDP, people do not experience the delays because they are not involved. Once subsidies are approved under the SPHP, all families can build their houses simultaneously whereas the developer can only build a few houses at a time. The SPHP is therefore inherently faster than the DDP.

III. PROGRAMME CONCEPT AND DESIGN

1. The UNDP/UNCHS Project

Under the Programme Support Implementation Agreement, dated February 1997, the major features of the Programme are as follows:

1.1 Objectives

The main objective is to build capacity at all levels for the support of people's housing processes (SPHP). The programme is expected to support the efforts of low income and poor communities to improve their living conditions.

The key focal areas are:

- To develop a widespread understanding of SPHP and making it a major means of housing delivery in South Africa.
- To ensure that critical elements that are needed for the increased and efficient production of housing are made easily accessible to the people.
- To assist Provincial and Local Government authorities in facilitating SPHP.
- To develop a critical mass of SPHP
- To establish an effective partnership between government, as the policy developer and facilitator, the private sector as financier and development entrepreneur, and the people.

1.2 Strategy

The strategy of the Programme is to promote a housing process that will empower people to take the lead in the execution of their own initiatives.

1.3 Major components

The capacity building targets in the Programme are:

1. Establishment of institutional arrangements for the capacitation programme
2. Advocacy, promotion and creation of a critical mass of support for SPHP
3. Development and promotion of technical skills and associated development support skills at all levels
4. Streamlining of operational procedures for the delivery of land, finance and infrastructural services for SPHP.
5. Facilitation and promotion of Housing Support Initiatives/Centres
6. Assistance to local organizations (NGOs and CBO) in their efforts to organize and support people's housing initiatives.

7. Inter-sectoral and donor co-ordination of housing support activities.

1.4 Formation of the People's Housing Partnership Trust (the PHPT)

With the support of the project, as described above, the People's Housing Partnership Trust (the PHPT) was created by the Government on July 17, 1997. It had the objective of "promoting the construction of their own dwelling houses by homeless and inadequately housed people throughout the Republic." The PHPT operates within the framework of the National Housing Policy: Support for the People's Housing Process. It also focuses on responding to the particular needs of regional and local-level authorities and to community-based organizations.

The PHPT operates on a national basis, providing assistance to recipient organizations in all nine provinces. PHPT is physically located within the DOH but is managed as an independent entity by a Board of Trustees. A Board, consisting of nine Trustees was appointed in November of this year. According to the terms of the PHPT Deed, it will develop partnerships with citizens and their representative organizations to facilitate the building of their own homes. Its specific undertakings include:

1. assisting citizens to obtain access to suitable land, subsidies and credit facilities
2. furnishing and facilitating the provision of technical assistance to targeted citizens including the acquisition of construction skills
3. providing training to all persons involved in the SPHP.

The PHPT is a capacity-building agency to further understanding of the SPHP that deals directly with the barriers faced by homeless heads of household (who are also frequently unemployed, underemployed and female). The SPHP is designed to address issues related to access to land, shelter-linked credit and subsidies that are being grappled with by people living in housing poverty. It is ultimately intended to create an environment in which their efforts at self-help can be reinforced and brought to fruition. In summary, the SPHP was conceived as the main vehicle for the DOH's efforts to empower and house the country's people living in housing poverty.

The key mechanism for assisting local shelter delivery efforts is the promotion or creation of Housing Support Initiatives through which groups and individuals can share lessons learned about the production of affordable housing and support the local community in the SPHP initiative. Sometimes the Housing Support Initiatives take the form of Housing Support Centres.

2. USAID funding

In addition to UNDP's funding, in March 1998 USAID made a grant to the PHPT of \$3 million. The grant was provided on an incrementally funded basis and was scheduled to end by March 30, 2002, but has been extended to March 2003. It is intended to support five specific outputs of the PHPT:

- Providing technical assistance to PHBs, Ministries, Local Authority-level housing officials and participating private sector developers and financial partners.
- Providing information on available public and private-sector shelter access programmes to 300,000 beneficiaries.
- Making operational procedures user-friendly, including land titling, subsidy distribution and housing finance.
- Creation of a minimum of 150 Housing Support Centres/Initiatives.
- Provision of capacity-building training of representatives of a minimum of 20 NGOs and CBOs.

Currently, USAID has disbursed only R1,644,000 of the US\$3 million committed.

IV. PROGRAMME IMPLEMENTATION

1. Achievement of Capacity Building Targets (Targets)

The Mid Term Evaluation Team (the Team) examined all available evidence regarding progress of the Programme towards the Targets identified in the PSIA and the achievement of the specified outputs. It was not possible to gather accurate quantitative data on each of the outputs, nor to do systematic cross checking of the information gathered from documents, interviews and observations.

The following findings and conclusions seem warranted:

Target 1. Establish Institutional Arrangements

The launching of the Programme started in April 1997 with the fielding of the UNCHS Chief Technical Advisor (CTA).

1.1 Partnership with National Department of Housing, Provincial Department of Housing, national stakeholders and people's organizations

Working partnerships with the Department of Housing, Provincial Departments of Housing, Local Authorities and other stakeholders at all levels, such as the South African Homeless People's Federation, People's Dialogue and other community representing organizations (CRO's), CBO's and NGO's have been established and activities continue to expand and strengthen these partnerships.

1.2 Establish the People's Housing Partnership Trust (Trust)

the PHPT, as the implementing mechanism of the PROGRAMME, was established on June 17, 1997, with an interim Board of Trustees and with the CTA serving as Acting Chief Executive Officer. This arrangement was seen as short term until the first board of Trustees is selected and the CEO appointed, which was expected within three months.

Actually, the Board of Trustees was only appointed in October 1999 and the CTA is still acting as CEO.

1.3 Establish office of the Programme

Office accommodation and equipment were provided on a timely basis following the fielding of the CTA in April 1997, and all four Technical Advisors by July 1997. However, two of the advisors who left at the beginning of 1998 were only replaced in February 1999. The recruitment and appointment of an Administrative Assistant was riddled with difficulties and the Programme is still functioning without one. Provincial and local level Coordinators have not yet been appointed. Consequently the Programme staff have been working at all levels, from national down to local government levels and local communities.

1.4 Establish implementation procedures for the Programme

The procedures established here are of two kinds: Procedures for administration and management of the office, the staff and other resources, and implementation procedures such as strategic plans and work plans.

A detailed review and assessment of these procedures was not possible, but the Programme appears to be implemented effectively and no specific problems or irregularities were brought to the attention of the Team.

Target 2. Advocacy, promotion, creation of critical mass of SPHP

2.1 Advocacy campaign strategy

Several documents reflecting an advocacy campaign strategy were reportedly drafted but not implemented. The strategy was reflected in discussions and workshops culminating in agreed interim responsibilities pending the appointment of technical officer dedicated to this function. While a wide range of activities were undertaken, it is difficult to assess whether they represented a coherent and well-orchestrated campaign.

The development and implementation of such a strategy has now become an urgent priority for the PHPT. As the Minister has expressed the intention to take SPHP to scale and social mobilization has become the number one priority for the Director General of the Department of Housing, the PHPT cannot afford not to have such a strategy that outlines a concerted approach involving all stakeholders and partners.

Mobilization is now listed as the first priority in the revised strategic plan of the PHPT. There are apparently plans to engage a communications consultant to assist with the development of the social mobilization campaign. It would be of critical importance, however, that the PHPT itself remained fully in control of the process and ensured that a broad participatory approach to the development of the strategy was implemented that would engage the interest and commitment of all major stakeholders at all levels.

2.2 Understanding and recognition of the SPHP at all levels

Within the constraints of this Evaluation, it is not possible to assess the depth and width of the understanding and recognition of SPHP that resulted from the advocacy activities and initiatives of the Programme.

While the Team visited seven of the nine provinces, it was not possible to meet with provincial officials in all provinces. In most provinces meetings involved only provincial officials who are involved in SPHP and had been exposed to both PHPT training and advocacy activities. These officials exhibited a keen understanding of SPHP and often a strong commitment to the implementation of the process. However, the recognition that SPHP involves a change in mindset and that it cannot effectively be implemented with a business-as-usual approach to housing delivery, is less widely shared. The dominant perception still seems to be that the same procedures that apply to the developer-driven approach could be applied in SPHP.

More broadly, it is not clear whether all key stakeholders at the provincial level share the understanding by the officials that are directly involved in SPHP. It was reported that field officers who are committed and keen to promote SPHP, often do not receive the necessary support from their managers.

At the local authority level, the understanding and recognition of SPHP is less evident than at the provincial level. In those local councils visited that are actively implementing SPHP, such as South Peninsula Municipality in Western Province, Uitenhage in Eastern Cape and North Local Council in Kwa-Zulu Natal, there is excellent understanding of SPHP. This is probably more likely the result of direct involvement in Trust training and workshop activities than of the advocacy campaign.

The recognition that SPHP requires a new mindset and a shift in paradigm in housing delivery is strongest in North Local Council and Uitenhage, while a top-down, business-as-usual approach still appears to prevail in some other municipalities. In one case in particular, this top-down approach is limiting the freedom of choice of communities and leading to conflicts within some communities between those who prefer SPHP and those who accept the developer-driven model imposed by the municipality.

The Team did not have the opportunity to meet with many local councillors. The few that we did meet were strongly in support of the PHP and the communities' initiatives. But there were also reports that councillors were often perceived as opposing SPHP and pursuing the developer-driven route, either for personal gain or for meeting quantitative delivery targets or both. Clearly local political will to SPHP is a critical factor in the potential success of PHP in meeting people's housing needs.

At the local community level, awareness and understanding of PHP by the direct participants in PHP initiatives was clearly in evidence. Again, the team interacted mainly with people who have participated in the community workshops, which are more likely to

be the main source of their knowledge than promotional materials. The extent to which communities have opted for PHP once they became aware of the options suggests that there is a broad understanding at least of the benefits of this approach if not of its nature and implications for the housing processes.

There is a tendency to see SPHP and developer-driven housing as either or choices. Both are important in meeting the housing backlog. While private developers and contractors are seen as delivering faster, they deliver smaller units. SPHP, as a dispersed and uncoordinated process carried out by many families at the same time, is inherently faster, but often is perceived as taking more time because people are involved early and participate in all stages of the process. While the same approval processes might delay development-driven projects too, the people are not aware of these because they are not involved. The SPHP delivers more space and more rooms. It also has many spin-offs in terms of social capital and synergy in the community. It serves to develop self-reliance in people living in poverty and reinforces confidence that they can overcome poverty. It provides many opportunities for informal sector participation and thus stimulates community economic development.

With proper minimum standards for houses established (several provinces have now set minimum size standards for houses) and enforced there would be less concern about the acceptability of the value for money delivered by developers. The National House Builders Registration Council (NHBRC) might contribute to better quality assurance and value for money in developer built houses, but there is also a perceived danger that it might be more difficult for emerging contractors and builders, who often assist in the SPHP, to participate in the market.

The SPHP requires local support, monitoring and inspection, and cannot effectively be implemented from provincial or national levels. The local authority, the level closest to the communities, should be the primary support level for the communities, as is now stipulated in the Housing Act.

2.3 Commitment to SPHP by provincial governments, local authorities and NGO's.

There is clear evidence of growing commitment on the part of provincial governments to SPHP. During the period of the Evaluation, two provincial MEC's made major policy announcements on SPHP. Meetings with PHDB members in two provinces produced statements of strong support for PHP. It was reported that the Eastern Cape PHDB had decided to allocate 50 percent of subsidies to PHP initiatives and the Gauteng MEC announced multi-million dollar allocations to PHP subsidies.

Provincial officials at the operational level with responsibilities for SPHP professed to be enthusiastically committed to promoting and implementing the process in spite of the difficulties encountered. At the local authority level, the evidence was more mixed with some TLC's strongly committed and others wedded to the developer-driven process.

The Team gathered the impression virtually everywhere in the field, that the PHDB presents an obstacle to the implementation and growth of SPHP. Evidence from most site visits presents a litany of delays and inaction that does not auger well for SPHP becoming part of mainstream housing policy. However, it was not possible to determine whether similar obstacles are encountered by developer-driven housing.

The percentage of subsidies allocated by PHDB's to PHP is very small. While it is early in the process of promoting and implementing SPHP, only two or three boards seem to have adopted a deliberate, positive policy on SPHP. It is generally recognized that SPHP represents a shift in mindset and paradigm of development. Yet as far as we can discern, none of the boards have developed special capacities, policies and procedures to promote and implement SPHP in appropriate people-centred ways.

There is a widespread impression that we were unable to check out that PHDB members are drawn heavily from professionals actively involved in the housing industry. While there is some rationale for this in that the decisions require technical judgements, these technical skills could be readily available from professional groups not implicated directly in the housing development industry. In fact, a concern with transparency and impartiality would dictate that developers and others who stand to gain from the subsidies and policies of the boards, should not be eligible for membership on the grounds of potential conflict of interest.

It appears to us highly plausible that boards with strong representation from the formal housing industry would be reluctant to provide the kind and volume of support to SPHP that is required to make it a major part of housing provision in the country. New appointments to the boards are being considered as we write this report. We trust that it would not be too late to rethink the implications of the current practice for SPHP and its rapid expansion under the new national policy. This matter needs perhaps to be considered by MINMEC.

There is also evidence that the boards are in a process of transition. Some claim that they are being phased out, others that their role is being changed to become advisory rather than decision-making. This has apparently happened in Gauteng. One can readily see why their current role should not be perpetuated. They appear to be clumsy provincial mechanisms to allocate subsidies in accordance with standards and rules largely defined at the national level. The machinery to produce this assurance is cumbersome, slow and inefficient and far from SPHP-friendly, let alone people-friendly. There appears to us no strong reasons why housing subsidy approval decisions could not be made at the local level within the framework provided by the national level and adapted to provincial circumstances by the provinces. But this would require that allocations to local authorities be based on firm data about the number of households living in housing poverty.

From all reports, there appears to be a paradigm shift in the making in Kwa-Zulu Natal towards SPHP. The MEC, the PHDB, the housing department, local authorities and traditional authorities seem to be strongly supportive of SPHP, recognizing that it

involves a mindset change. However, there remain obstacles, particularly in the Department of Housing. The PHPT has acted as an independent assessor of applications in NKZ and the PHB appreciates that role very much and wants it preserved in the province. There is excellent cooperation with the PHPT, but the current explosion of demand is likely to be beyond the capacities of the PHPT if it does not do more to capacitate some of the key local partners to take the lead in SPHP capacity development at the local level. There appears to be strong partnerships among the layers of government, civil society and private sector.

2.4 Audiovisual documentation on programme activities

A video on 'People's Stories', a slide/video show and a computer presentation on SPHP were prepared and widely used along with booklets, pamphlets, posters and exhibitions. This is an impressive amount of promotional material, but the Team did not have the time to assess their relevance and appropriateness and how widely these materials were distributed.

Target 3. Development of technical and developmental support skills at all levels

3.1 Strategy for skills development

A Strategy for Capacitating the PHPT and its Partners was developed and approved by the Interim Board in January 1999. The Strategy is very appropriate for the development of capacity for SPHP, stressing learning by doing and experiencing, rather than instruction. It includes a strong emphasis on and plans for learning exchanges, both national and international. It is stated at the outset of the Strategy that the PHPT would implement it in partnership with other institutions. This has started to happen so that the PHPT now has facilitator networks in three provinces. But perhaps as a result of the late development of the Strategy, the PHPT became and still is heavily involved in direct training and conducting workshops at all levels, including the local community level. With the rapid increase in demand for training and capacity building, it is now imperative that the PHPT implement the Strategy in a manner that can better meet the needs of local authorities and local communities across the country.

Although the Strategy states that it would be implemented through partner institutions, this was not implemented in the detailed provisions of the Strategy. The central thrust of this Strategy should now become to transfer the skills of building capacity as rapidly as possible to partners at the provincial level and to empower them to transfer these skills on a massive scale to regional and local council levels. In other words, the emphasis should be on the training of trainers right down to the local council level so that councils can develop the capacities of local communities in a systematic manner and reinforce learning on a continuous basis. The SPHP approach requires constant reinforcement of community empowerment and people-centred development principles that cannot effectively be instilled in one-off training events.

Perhaps the Strategy should now be revisited in a participatory manner involving key stakeholders and potential partners to ensure ownership and empowerment of all partners.

The selection of training of trainers partners should be based on generally agreed, appropriate and transparent criteria, such as: local to the area, expertise in the appropriate skill levels, capacity for continuous informal training, flexibility, experience in working with communities, cost-effectiveness, commitment to a people-centred approach, and so on.

Such criteria would favour institutions that have a training and capacity development mandate and rationale for existence and have demonstrated their effectiveness and sustainability. The de facto creation of new institutions or new units within institutions for the sole purpose of SPHP training of trainers should be avoided as they are unlikely to become sustainable.

At the local community level, it would be critical to ensure that SPHP knowledge and skills are transferred to community representative organizations or groupings of organizations that cut across the diverse mix of CBO's that usually exist in the community. The aim should be to ensure equity and inclusiveness and to reduce the probabilities of conflicts and infighting among factions that could derail community initiatives.

There are some issues with regard to the use of NGO/CBO's to provide training and facilitation at the local community or grassroots level. Many NGO/CBO's appear not yet to have adjusted to their new role as partners of government and supporters of government policies after decades of struggling against unjust government policies. Some of them are very territorial and feel that they have been promoting and supporting SPHP long before the PHPT was established. These aspects of the mindset of many civil society organizations make it particularly important, if challenging, for the PHPT to nurture partnerships with civil society organizations in promoting and facilitating SPHP and fully to recognize the initiatives and contributions of such partners to the process.

During the fieldwork the Team visited several institutions that are already involved in SPHP training at the provincial and local levels, often in partnership with the PHPT. The training of trainers strategy should build on actual experience with these institutions and examine how best practices could be taken to scale. Among the institutions visited that appear to be doing excellent work are: BESG, Border Training Institute and Wild Coast Training Centre. The Department of Labour and the Department of Social Welfare are obvious partners in the funding of the capacity building programme that should not focus narrowly on the immediate needs of the SPHP initiatives, but impart broader social development and sustainable livelihood skills in a holistic people-centred development framework.

3.2 Nucleus of trained Housing Support officials at sub-national levels

Staff of three Provincial Housing Departments were trained to facilitate community workshops. At the level of local governments, 39 workshops were conducted to build capacities for the SPHP.

Most of the training was however at the operational level. In 6 areas 150 people, the majority of whom were women, were trained in building skills such as brick making, brick laying and roofing. In the rural areas of the Eastern Cape, the training of 324 people in construction skills and knowledge in supporting the PHP was completed.

Perhaps most significantly, the Programme developed a methodology for a series of 6 workshops to develop the capacities of a community to manage its own housing process. Two hundred and thirty six such community workshops were facilitated for 149 communities. In the communities visited these workshops were highly appreciated as useful and essential for the successful implementation of PHP.

But the existence of nuclei of professional staff trained in SPHP methodology at the provincial and local council levels is far from realized. It is reported that there was a serious problem of high turn-over of trained personnel in some provinces who have gone through the PHPT training workshops. This is a very common problem in most developing countries. There is no alternative to keeping on training continuously and making it as attractive as possible for staff to continue in this line of work. It is recommended that the National Minister of Housing put SPHP on the agenda of the MINMEC summit and encourage MEC's to instruct provincial departments of housing to create units dedicated to SPHP, to support their activities effectively and to collaborate with the PHPT in their training. Similarly, the PDH's should instruct local authorities to do the same and support the development of their capacities to manage SPHP appropriately.

The Team was impressed with the frequency with which exchange visits to other housing initiatives of counterparts were cited by our contacts as very useful and as having changed mindsets and motivation on SPHP. It is recommended that such exchange visits form a central part of the new capacity building strategy.

An exchange programme roster should be prepared, publicized and implemented. It should provide Provincial officials, housing boards, local authorities and community representatives opportunities to share experience and learn from best practices. Exchanges could be both intra- and inter- provincial. If PHDB's continue to play a significant role in SPHP, they should be encouraged to share experience and to identify best practices and strategies for supporting SPHP. This could be achieved by sponsoring exchange visits among PHDB's that focus on SPHP and include site visits to showcase SPHP sites. The Team would consider the following sites visited during the fieldwork as potential showcase sites:

Aganang Housing Initiative, Potchefstroom, North West
 Ocean View, Western Cape
 Hazeldene, Western Cape
 Kwa-Nobuhle, Uitenhage, Eastern Cape
 Joe Slovo, Eastern Cape
 North Local Council, Waterloo, NKZ

The same housing communities would also provide excellent learning exposures for the steering committees of communities who plan to embark on a PHP initiative. Care will have to be taken to plan exchange visits in close collaboration with the local housing committees and to space them so that the communities are not being overloaded or unduly exposed. This may already be an issue with some of the better known ones that have attracted international attention.

For this output to contribute most effectively to the Target, it is important to examine how a concern such as housing could best be managed within the type of governance structure that South Africa is developing. In such a fully cooperative decentralized governance system, housing provision could be conceived as involving the following roles on the part of the various levels of organization:

ROLE IN HOUSING OF DIFERENT LEVELS OF GOVERNANCE
National Department of Housing with partners
<ol style="list-style-type: none"> 1. Set national policy 2. Set national standards defining minimum standard of housing that would realize all people's right to housing 3. Define roles of sub-national units, specify their capacity requirements and empower them to develop concrete plans to eliminated housing deficit as early as possible within specified resource constraints 4. Building on provincial plans, set national goals and targets in a whole system strategic plan to eliminate the housing deficit by a specified date 5. Collate cub-national data to define the magnitude of the housing deficit and its distribution by administrative units. 6. Mobilize and allocate resources to decrease housing deficit across the country in an equitable and systematic manner 7. Monitor, adjust/renew policy and celebrate success
Provincial Department of Housing with partners
<ol style="list-style-type: none"> 1. Articulate provincial policy within national framework 2. Operationalize national standards in province 3. Define roles of local authorities within national framework, support their capacity development and empower them to develop concrete plans for eliminating their housing deficit within the shortest period of time 4. Building on the plans of local authorities, develop provincial strategy for eliminating housing deficit within nationally set time frame 5. Mobilize and allocate provincial resources 6. Oversee, monitor and celebrate success

Local Authority Housing Unit with partners
<ol style="list-style-type: none"> 1. Work with Community Representative Organizations (CRO's) to survey and define community housing deficit and other social needs 2. Submit housing deficit figures and estimates to provincial and national levels 3. On basis of survey-defined housing deficit profile of each local community, and projected availability of resources, develop a strategic plan for wiping out the deficit within a specified realistic time frame 4. Develop a stage approach to the provision of housing (i.e., land, capacities, services, houses) that meets the needs of the greatest number in the shortest period of time (See Section 4.1 below) 5. Implement the staged approach in close collaboration with the CRO's of the constituent communities. 6. Oversee and monitor to ensure adherence to national and provincial standards and procedures and steady progress towards the targets established in the strategic plan. Reward and celebrate success.
Local Community Representative Organizations (CRO's) with partners
<ol style="list-style-type: none"> 1. In collaboration with the local authority, CBO's and NGO's, conduct community survey to define housing deficit. 2. Mobilize and organize community to plan and develop its own strategy for meeting its housing needs in close collaboration with the local authority 3. Develop saving scheme and credit mechanism to provide families with bridge funding where necessary or to enhance the quality of housing they want to achieve. 4. Develop capacities of community to build houses, including managing the financial and technical aspects of the process to ensure horizontal accountability and adherence to technical standards. 5. Develop cooperative mechanisms for assisting each other with the building process to ensure speedy implementation once subsidies are received. 6. Develop conflict management and resolution strategies to prevent the community process from being derailed by factions.

3.3 Training and information exchange guidelines

The PHPT reported that they drafted several operational and manuals explaining the PHP, procedural guidelines for accounting and technical inspection, and other administrative procedures. Guidelines to the content of each of the workshops that are being facilitated have been drafted as a basis for developing the terms of reference for facilitation sub-contracts. The latter comes closest to what is required to realize this output. But no training or exchange guidelines were developed and implemented.

Presumably these guidelines were originally seen as necessary if the Programme was to outsource much of these activities to other partners. In fact, not much such outsourcing occurred. Rather, the Programme brought in consultants on occasion to work with staff on delivering the training activities. Such capacity building guidelines would be essential elements of a training of trainers strategy in order to ensure an acceptable degree of consistency and coherence in the training programmes and the resulting practice of SPHP.

Gender equity and sensitivity should be a core principle in the guidelines for all levels. For example, it could be suggested to train at least two people from each community, preferably a man and a woman, to ensure that gender barriers do not inhibit or obstruct effective communication flow and learning. Women should be capacitated so that they can fulfill roles as project managers, and participate in the decision-making process of who, for example, gets priority in available housing subsidies or who receives training.

Target 4. Streamlined operational procedures for delivery of land, finance and infrastructure services

4.1 Supportive land delivery procedures by local governments

The PHPT has undertaken several initiatives to achieve this output:

- The major activity has been lobbying with Tribal authorities, Land affairs, TLC's on behalf of communities. Approved PTO's and land availability agreements are the result
- Support in the negotiation of land availability agreements
- Support in lobbying TLC's to adopt a flexible approach to settling families and allowing the housing process to continue on the basis of preliminary settlement layouts as opposed to one approved by the Surveyor General
- Technical support in terms of fast tracking surveying and pegging, and
- The development of CAP guidelines.

The lack of suitable land for housing of the homeless and economic and equitable access to land are major obstacles to progress in the SPHP, as in other modes of housing delivery, especially in urban areas.

In rural areas people wish to stay on the plot where they have always lived. A different approach is needed in the rural areas from the urban areas. One does not need to think of site development in order to put all the new houses required together in one place. Rather, people should be supported to build their houses where they are, with the necessary clearances from traditional and local authorities.

Land release programmes require a longer time frame than is anticipated when housing initiatives are launched either as green fields or as legalization of existing settlements. The result is that there are serious delays in implementing schemes that are planned before land use is legalized, surveyed and planned.

Several local authorities have already devised ways of overcoming the obstacle to progress that land often presents. The Western Cape PHDB is experimenting with an accelerated land release initiative. In Kwa-Zulu Natal, the North Local Council has developed a separate land release programme with the aim of acquiring all the land it needs to eliminate the housing deficit in 5 years. It is strongly recommended that local

authorities be assisted with similar programmes aimed at releasing and assembling all land required to eliminate the national housing deficit projected to the year 2010. Where necessary, local authorities should be eligible for land subsidies based on their land deficit to meet their housing deficit by the national target date for housing for all.

For SPHP to go to scale, it is recommended that the following four elements of the housing process be prioritized and dealt with separately to avoid the current unacceptable delays in approvals and slow pace of disbursement:

A. Land is the first priority and requires the following steps:

1. Acquire or release land at an accelerated rate to establish a land bank adequate to meet the housing needs of those without adequate housing by a specified date, including projected increases in the housing deficit by that date, say 2005.
2. Ensure that pockets of land available in built-up areas are released to be made available to homeless families and avoid relegating homeless people to remote areas so that land settlement becomes more integrated and equitable.
3. Make land available to communities on a permission to occupy (PTO) basis so that they can plan their own pattern of settlement, level of services and community facilities.
4. Where a community does not exist, survey land and design layouts of settlements with individual plots, community areas and service infrastructure corridors clearly marked.
5. Every family that meets the criteria for housing subsidies to have a plot of land registered in their name and encouraged to move onto their plot as soon as possible.
6. All people living in housing poverty to be settled on their plots by a specified date.

B. Build community capacities to manage and implement PHP

1. Allocate facilitation grant of R570 and facilitate development of local community representative organization to lead participatory planning and management of the SPHP.
2. Facilitate and support capacity building, including in management, savings and credit schemes and conflict resolution, as soon as enough people have moved onto their lots.
3. Promote development and institutionalization of processes that ensure democracy, transparency and accountability through regular reporting back to plenary meetings.

C. Servicing sites is the second priority and would involve the following steps:

1. Facilitate community participation in decisions on the level of services to be provided on an initial basis, taking into account the nature of the terrain, the distance from mains and so on. The principle of equity again suggests that every community be ensured essential services and that full services be implemented at a later date when all communities' essential needs are met.

2. Implement service provision with the collaboration of the community to ensure local ownership and motivation to maintain and operate on a sustainable and cost-efficiency basis.
 3. All sites serviced by a target date.
- D. The building of the house is the third priority that involves the following steps:
1. Facilitate community choice of housing process: SPHP or DDP, based on concrete information on the differences between the two types of process, including the nature of the final product received by the family.
 2. Establish community housing support initiative and facilitate full understanding by each housing recipient of the procedures required for horizontal and vertical financial accountability and adherence to minimum technical standards.
 3. Facilitate housing design workshops to empower each family to design its own house, given the subsidy limit and the additional resources mobilized by the family.
 4. Implement skills training and other capacity building initiatives.
 5. Facilitate timely access to materials and other inputs, technical oversight, cooperative building arrangements and availability of builders for those who do not wish to do the building themselves.
 6. Monitor and certify progress.
 7. Encourage community responsibility for site beautification and environmental management.
 8. Encourage synergy within and among communities within the local authority and beyond, including friendly competition for best performance in completing houses and celebrating success.
 9. All houses to be completed by a specified date.

The current housing subsidy combines the facilitation subsidy with the site service subsidy and the actual house subsidy. In spite of national norms for an equal division of the subsidy between the services and houses (R7,500 each), the former often requires a larger proportion of the total subsidy. The result is that subsidies for the actual house are very unequal across the country, resulting in some cases in little more than a bundle of materials or a totally inadequate concrete block box that does not meet minimum standards of adequate shelter. While it could be argued that this is compensated for by the superior services provided, this is not always the case and does not accrue to the equity of the individual property title.

The grant for establishment of the housing support organization and facilitation should be allocated separately from the other three components as soon as the local community representative organization is formed. This will allow community capacity development to take place on a timely basis so that they are ready to participate fully in site services decisions and plan their housing initiative. This advance preparation will speed up the site servicing and house building phases considerably.

The site service subsidy could be made directly to the local authority on a pro rata basis to the housing deficit. Local authorities could be charged with the responsibility to find

extra financing if they wished to put in higher than essential levels of services. Special consideration should continue to be given to the infrastructure requirements of particular sites, such as sites with steep slopes or special soil conditions.

4.2 Streamlined procedures for accessing housing finance

The PHPT played a key role in the development of the National Housing Policy: Supporting the People's Housing Process. It contributed to the development of Part 10 of the Housing Subsidy Implementation Manual that deals with SPHP. It prepared an operational guide on Supporting the People's Housing Process, prepared community Information Brochures and contributed to the development of provincial policies for SPHP in three provinces.

It further developed administrative procedures and formats to facilitate the smooth implementation of the SPHP policy and conducted workshops to build capacity to do so. It also contributed to make the whole subsidy administration process more people-friendly and efficient.

The modalities provided in the Implementation Guidelines involve a plethora of actors and actions. For example, the basic steps to be followed by "owners", "non-owners", "occupants" and "landless" people in accessing relevant subsidies are cumbersome and mind-boggling. The steps include 5 initial actions, 8 project preparations actions, 15 steps in the transfer of ownership/title to beneficiaries not to mention the filling of complicated forms. Clear guidelines (15 pages) in simple English were prepared earlier, but the document was not approved because it was not considered professional.

Part of the activities that the PHPT was to initiate was to mobilize support for savings initiatives and to link savings groups to credit institutions. Apart from working with the SA Homeless People's Federation and the People's Dialogue, these activities were not pursued independently. There are a lot of initiatives in the area of savings and loans that could be mobilized to facilitate financing of housing for people living in poverty. These could have a very significant impact on the progress of SPHP and serve as a vehicle for phasing out subsidies as stand-alone mechanisms to support access to housing for the needy. The SA Homeless People's Federation and its equivalents in other parts of the world have demonstrated this beyond any doubt.

Many local communities and local authorities are starting to devise micro loan schemes to complement the basic provisions of the housing subsidy. Community Trusts act as a facilitating mechanism for savings and loans as well as a vehicle for managing the housing initiative in a transparent way that provides both horizontal and vertical accountability. Revolving funds, often initiated by housing clubs, help to speed up the process as they provide bridge funding to commence building while awaiting subsidy approval.

These initiatives attempt to fill the void left by the inability and unwillingness of the formal banking industry to cater to the needs of people living in poverty. The uTshani Fund is a very good example of such a mechanism that simplifies the process of securing

financing for housing, especially since it has been recognized by the PHDB's as a partner. The Department of Housing also recognized this by granting R10 million to the uTshani Fund.

The recommendation made above under 4.1 to decouple the four main components of the subsidy scheme will also contribute to streamlining access to housing finance.

One of the most consistent and disturbing findings of the field work is that there are long delays in the subsidy approval process that frustrate communities and threaten the viability of SPHP as a realistic option. It is difficult to form a diagnosis of the problems based on the inadequate information the Team was able to gather.

The PHPT needs to monitor the process and investigate the causes of the delays in the SPHP more closely so as better to understand the issues and how to address them effectively. Based on such an investigation, the PHPT should be able to identify the sources of the delays and to recommend ways in which the obstacles could be removed and the process speeded up. This could involve further simplification of the procedures or changes in the institutions responsible for administering the subsidies. There may also be ways in which communities could move their process forward prior to receiving the subsidies. Focused negotiations, conflict resolution or other trouble shooting initiatives could be undertaken to ensure that the system functions in an efficient and timely way to deliver support to the PHP as it is intended to do.

The PHPT should monitor the process of subsidy applications and seek the cooperation of everyone involved to reduce delays to a minimum. This might involve identifying target time frames for critical steps in the process and promote competition among the provincial and local agencies with regard to the fastest turn around time of subsidy processing, particularly approvals. This monitoring will become more feasible when the Board of Trustees appoint the sub-national officers of the PHPT.

The PHPT should also ensure that people fully understand their legal rights, entitlements and obligations in the housing process and encourage all parties to respect these and realize them. A critical aspect of this is the transparency of all procedures, particularly the subsidy approval process, which should be accountable to the public for the allocation of subsidies.

4.3 Provision of infrastructural services by people facilitated

Without having been able to review the actual content of the community workshops and other training materials, it is the impression of the Team that the PHPT has not focused much on this output. However, it did introduce the installation of Shallow Sewer systems in Durban, Port Elizabeth and Cape Town and three other sites with 3 more projects ready for implementation on a pilot basis. It is reported that the exchange programme to the Orangi Project in Pakistan had a major focus on this issue, with the result that key stakeholders were sensitized to this possibility and pilot projects are emerging in support. The PHPT also successfully lobbied for community decision making on the level of

services and provided technical support to Local Authorities in facilitating workshops that provide information on choices and tradeoffs in this regard.

Under output 4.1 it is recommended that the establishment and facilitation subsidy be released as soon as people have moved onto their lots in green field situations. The main intention is to allow sufficient time for planning the establishment of their housing support centres and committees, as well as for the building up of capacities to manage the PHP and build their houses. But the timing is also seen as facilitating their participation in and contribution to the development of the site services to standards with which they are comfortable and that meet essential but not necessarily full standards.

Practice with regard to the provision of infrastructure services varies considerably. It was only in SA Homeless People's Federation sites that the team encountered that people were actually involved in putting in the services. At Joe Slovo the PHPT facilitated the introduction of shallow sewers. In Kwa-Zulu Natal, local authorities often insist on full services to a high standard. This is justified in terms of the steep and often difficult terrain. The result is that the services consume most of the subsidy and that people get inadequate houses, although a minimum standard of 30 m² has now been set in the province.

4.4 Increased environmental awareness within communities and settlements

It appears that this output is not being achieved in a systematic manner. Without having reviewed the detailed contents of the 6 community workshops that the PHPT has developed, one is struck by the fact that the titles do not appear to lend themselves to addressing environmental issues in site development and servicing or building houses.

The broader issues of managing the built environment as well as protecting the natural environment in settlements and communities, such as the prevention of pollution, the proper disposal of garbage and the beautification of private and common spaces could form the subject of another module in the series of workshops. Such topics could also be dealt with in the context of the advocacy and social mobilization campaign, as well as other capacity development components.

A related set of issues is the use of local materials and appropriate technologies. We are told that there is extensive work on these aspects in South Africa and that the PHPT is coordinating with the CSIR and other institutions to encourage increased use of materials and technologies that make housing more affordable and are environmentally sustainable and healthy. Apparently there are low levels of public awareness and receptivity to deviations from standard materials that are associated with 'modernity'.

In Kwa-Zulu, mud bricks made of stabilized soil are being used by the North Local Council to build a Housing Support Centre in Waterloo with AusAid financial and technical support. The centre will eventually become a community centre. Model houses were also built with the mud bricks, but so far there is no evidence of adoption of the material for house building. In the same location, the Team was surprised to find that the

house plans suggested by the Housing Support Centre include asbestos roofs. The local officials expressed an interest in a simple information sheet that can be posted and passed out to people to make them aware of any health hazards asbestos might present to them and their children.

Target 5. Facilitation of Housing Support Initiatives (HSI's)

5.1 Organized communities committed to improve their living conditions

As noted under Target 3, the PHPT has facilitated to date 236 community workshops with 149 communities on establishing Housing Support Projects. It has also supported other communities where such workshops were not needed because of the involvement of partners such as the SA Homeless People's Federation.

There is evidence that the demand for such community facilitation is fast outstripping the capacities of the PHPT. A capacity building strategy that creates the capacities to provide this kind of facilitation at the local level has now become an urgent necessity. Its development is a key recommendation of this report, as noted under Target 3.

5.2 Procedures for establishment and operation of HSI's

This output has clearly been achieved with excellent results. The procedural guidelines developed by the PHPT for the establishment and operation of Housing Support Initiatives/Centres are comprehensive and detailed and by all accounts work well. It was clear in the HSI's visited by the Team that learning by doing and coaching remained the main mode of capacitation after the initial facilitation.

5.3 HSC's established

The PHPT has facilitated the establishment of 88 Housing Support Centres to date spread in all 9 provinces. This included the facilitation of all aspects of the HSC's from drafting the constitution to setting up book keeping systems and establishing procedures for monitoring the performance of the HSC's. The HSC's visited by the Team appear well run and serving the needs of the community. It is recommended that the project managers, or whoever is making the political decisions on who gets housing, who gets trained, etc., should be representative of the communities they represent. And if the majority is women-headed households, the majority of project managers ideally should be women.

A Federation of Support Organization Centres was formed in the Free State with facilitation from the PHPT. There are twenty-one centres not all of which appear to be operating effectively. During a meeting of the Team with representatives of the Federation, it became evident that there are problems of lack of awareness, understanding and communication affecting the work of some of these centres. It is recommended that the PHPT investigate the situation in collaboration with the provincial department of housing and make recommendations for dealing with the problems identified.

5.4 A national network of HSC's

The PHPT organized 28 exchange programmes between HSC's for community groups to learn from each other, but a national network has not yet been facilitated.

It is recommended that the PHPT sponsor a national workshop for HSC's where they can discuss their common problems, share experiences and plan their networking. This should include all HSC's regardless of whether they have been established with PHPT facilitation or are actually supporting PHP.

Target 6. Assistance to local organizations (NGOs and CBOs)

The formulation of this Target and its outputs reflects a very common confusion between organized local communities and community-based organizations. Organized local communities are characterized by community representative organizations (CRO's) that often take the form of a general-purpose committee or forum, such as a development forum that includes representation from all organized stakeholders in the community. Community-based organizations (CBO's) often have special interests pursued by a limited membership, such as self-help groups, trade groups, savings clubs, youth groups, women's groups and so on. Most of them are often linked to or supported by some outside NGO or sponsor. None of them can claim to represent the community as a whole by itself and there is often rivalry among them and a lack of common cause and cooperation.

It must be assumed therefore that the intention of this Target is to assist housing groups in communities and their NGO supporters or sponsors.

6.1 Increased number of community groups across the country take initiatives to produce their own housing.

Whereas output 5.1 dealt with organized local communities, this output focuses on community groups that are sponsored or supported by NGO's to undertake their own housing initiatives. Apparently the PHPT does not have a management information system that keeps track of the number of such groups that are supported by the NGO's with which it has established partnerships. The SA Homeless People's Federation alone has some 1000 local savings groups across the country, which are saving for housing, among other things. It is not known how many such groups other NGO's support.

But the PHPT progress reports also lists the Benevolence Trust, Agkanang Trust, Duncan Village Trust, all of which are trusts formed by local communities to manage their housing initiatives. There are many such community trusts that are important corporate community mechanisms for managing the PHP democratically.

6.2 Increased number of NGOs with capacity to support community groups

The PHPT reportedly held several meetings with NGO's and CBO's to solicit their participation in the SPHP. It conducted a national workshop for all major NGO's to share with them the concept and application of SPHP. But is not evident that there are more NGO's involved in sponsoring and supporting PHP groups, nor that there is increased capacity of and collaboration and coordination among major NGO's in this regard.

6.3 Widespread network of organized communities

This output harks back to the concept of organized local communities, rather than community groups. The difference is not semantic, but of critical importance if SPHP is to be taken to scale. Organized local communities with properly constituted CRO's to empower all members of the community will be much more effective in taking SPHP to scale than community groups.

Community Development Forums (CDF) are examples of the type of organization that could serve as general-purpose steering organs of communities to ensure representativeness and horizontal accountability.

There is no evidence of a network of such organized communities that resulted from PHPT initiatives with NGO's and CBO's. Rather there are several networks, such as the SA Homeless People's Federation, People's Forum, SANCO and the Urban Sector Network, among others, most of which existed before the PHPT was established.

SANCO's organizational structure is an example of a system of horizontally and vertically accountable representation from the street to the nation. It is a model of a whole-systems approach to community empowerment. This type of civic organization could be a critical element of sound governance from the local community up as long as it remains nonpartisan, inclusive, open to partnership with other organizations rather than claiming exclusive mandates, and remains focused on community concerns and plans. It was reported that SANCO has adopted SPHP as a policy at the national level as well as in the Western Cape and the Peninsula region and would actively participate in a national social mobilization campaign to promote SPHP to scale. The SA Homeless People's Federation and People's Dialogue would also actively participate in such a campaign.

6.4 Improved quality and quantity of housing produced by community groups associated with the NGOs and CBOs.

While no quantitative data are available on this output, the Team had the opportunity to make site visits to two of the housing initiatives of the SA Homeless People's Federation, Hazeldene in the Western Cape and Joe Slovo in the Eastern Cape. The quality of the communities, the houses they built and are building and the hard work and determination they show are truly amazing.

The Federation plays a vital role in mobilizing women living in poverty to build self-reliance and security for them and their families. Housing is a key element of this, but not the only one. The People's Dialogue provides strong technical support to the Federation and facilitates the management of the housing process. It was reported that the Federation has built 6,000 houses so far and that the current rate of construction is between 2,500 and 3,000 houses per year.

Visits to the Benevolence Trust, Aganang Trust, New Rest/Kanana Trust and Ocean View Trust produced similarly impressive evidence of the extraordinary results that organized communities can produce in housing themselves within an enabling policy, resource and governance environment.

Target 7. Inter-sectoral and donor coordination for housing activities

The latest progress report of the PHPT did not contain any information on this Target. This is no doubt a reliable indicator that not enough attention is being given to this very important target.

7.1 Mechanisms for fostering linkages and necessary coordination

It is clear from the foregoing review of the PHPT's activities that linkages were fostered and coordination with partners at the national, provincial and local levels is taking place, including with NGO's and CBO's.

7.2 Improved inter-sectoral coordination

This is clearly an area in which the Programme could gain strength from seeking synergies with other programmes oriented to poverty alleviation. SPHP should have a central place in the overall poverty eradication strategy of the country because it builds capacities for self-reliance and stimulates local community social and economic development. Collaboration with the Department of Labour is already in evidence, but there are other sectors, such as the Office of the President, Social Welfare, Health, Land Affairs, Local Government and Agriculture that are key partners and could contribute to a more holistic approach to SPHP and poverty alleviation in general.

7.3 Improved coordinated donor support

The Department of Housing did not consider it appropriate for the PHPT to perform this function. Future resource mobilization for SPHP by the Board of Trustees would have to be done in close consultation and collaboration with the DOH to ensure that it fits within the overall framework of external cooperation for development of the Government.

2. Summary and Conclusions

2.1. Efficiency

The use of programme resources to produce target output has been generally satisfactory, with the exceptions noted above. Travel arrangements do not appear to have been cost effective. For example: A consultant can be given a sub-contract to go from one province to another province to workshop beneficiaries when a local consultant could have been hired to save airfare and hotel expenses. Similarly, a Trust Technical Adviser can travel from Pretoria to Durban for a two-hour meeting – a meeting that could have been conducted by a provincial or local official had she/he been trained to do so. But the PHPT Team claims that this was essential in the early stages of building a SPHP constituency and cadre of committed officials at all levels. The PHPT has now established networks of facilitators in three provinces and has developed a system for sub-contracting them for workshops.

The programme inputs, in quantitative and qualitative terms, are inadequate for a full scale and speedy production of the outputs. USAID's financial contribution was earmarked for the appointment of provincial coordinators. The first tranche of USAID's contribution was received in February 1999 and the second tranche was released in July 1999. But no sub-national staff has been appointed to date. The Interim Board apparently did not wish to preempt the decision of the first Board of Trustees on this matter.

The expertise of local people, both men and women, is being used, but not much use is made of indigenous technologies and resources because often TLC officials and some of the recipients of subsidies insist on urban standards.

The team finds the support provided by the UNDP and USAID country offices to be adequate, efficient and timely.

2.2. Effectiveness

A review of the Work Programme indicates that activities have been carried out satisfactorily and most of the outputs have been produced. We cannot comment on the timeliness and quantity of outputs, because they are not specified in the PSIA, but the quality is satisfactory. Certain factors, however, have impeded some of the outputs, such as long delay in the approval of a draft policy framework, a lack of consensus on the mandate of the PHPT and inadequate staff capacity.

During our visits to selected projects, it was very obvious, in our interaction with people building their own houses that they were very happy with the SPHP and satisfied with capacity building activities, housing support-centre functions and subsidies. At sites where there have been obstacles and delays, the people are still firmly committed to the Process and the support they receive from the PHPT, but frustrated with the bureaucratic delays they encountered.

The contribution of the outputs to the achievement of the Targets is difficult to measure with any degree of confidence since neither targets nor outputs were defined in quantitative terms. The Team is confident, however, that the quality of the outputs was of a very high standard and evidence that capacitation was taking place at a significant scale was consistent, if not abundant everywhere.

As far as the impact of the Programme on the reorientation of local, provincial and national officials towards SPHP, the evidence is mixed. The new mindset of SPHP is clearly in evidence in some officials in some provinces (Western and Eastern Cape and Kwa-Zulu Natal), but less so in others. In the few places where the Team interacted with local officials it was found that there is a good understanding of SPHP, but in some cases the old mindset and top-down approach were still the dominant pattern.

Where officials at both provincial and local levels understand the SPHP and there is little clinging to conventional ways and old mind-sets, the impact of the Programme has been considerable, for example in Eastern and Western Cape and Kwa-Zulu Natal.

2.3. Equity

The vision of the PHPT is that "every low-income family in South Africa should be aware that they have access to resources, enabling them to establish sustainable, adequate and affordable housing through their own efforts, i.e. the People's Housing Process." That men and women receive information is important, that they understand the information is consequential, but how the SPHP is implemented is vital to effective empowerment of people. Equity in housing and realizing the right to adequate housing of all South Africans is central to the Government's commitment to the SPHP. The PHPT is strategically placed and has the capability to monitor and promote equity at all levels of the SPHP. It should become an explicit part of its mandate.

Achieving equity in any programme begins with the implementing staff. The PHPT is comprised of a mixture of male and female staff who represent and relate to various backgrounds found within South Africa. The staff is able to view the SPHP in many different perspectives at all levels. These valuable qualities enable the PHPT to understand and anticipate barriers that may have otherwise gone unforeseen. More importantly, because of a breadth of technical and personal experience, the staff of the PHPT is able to respond to political, cultural and sex-related barriers and provide innovative solutions

The PHPT deliberately addresses language issues that could otherwise prevent the spread of SPHP. The PHPT recognizes that not all people can communicate in English and therefore promotional material is provided in all eleven languages. In addition, the PHPT furnishes support material in the form of an audiovisual that presents concrete information to people who cannot read or are uncomfortable with written material. The PHPT's role as a disseminator is vital in promoting equity. In the future, this role should be broadened with additional forms of media communication and if necessary, additional staff dedicated to this important aspect of the PHPT.

In the context of gender equity, the activities of the PHPT are gender-sensitive and there are few programmatic changes that need to be addressed. An illustrative example of the PHPT's gender-sensitivity is their two-day information workshops that are presented to the community at convenient locations and times. In addition, they encourage families to bring their children thereby allowing family members that have child care responsibility to attend. The high attendance of women at these workshops may make women the driving force behind the SPHP. Often women recognize the importance of owning a home because they manage the household and have the responsibility of taking care of dependants. In addition, women often have informal work activities and/or small businesses run from the home. Therefore, a home is prized as providing security and as important in all aspects of a woman's life.

There are various forms of the SPHP that the PHPT supports throughout South Africa. Various methods appear to work better in different areas and the PHPT recognizes that differences between provinces need to be addressed in different ways. These differences range from ethnic, cultural and land availability to local government issues. The PHPT's staff's ability to adapt their approach to different situations is one of their many strengths.

One example of the SPHP partnerships that the PHPT has built is with the SA Homeless People's Federation that has a longer record and experience than the PHPT itself. The members of the Federation are primarily women. However, the People's Dialogue staff who provide technical assistance to the Federation process, are primarily men. The interesting paradox is that the decision-making power truly seems to lie with the women in the Federation. An unusual and rare question that arises is what about the men? It is reported that a small number of men do belong to the Federation, but that only one family member can join and that is usually the woman. Does this initiative unfairly discriminate against men? Why are men so underrepresented in this apparently successful organization? One could argue that the Federation levels the playing field in the overall housing delivery system because it is one of the few SPHP initiatives where women seem to dominate decisions about access to land, housing and finance. Or one could conclude that it is a successful initiative, in spite of the fact that it apparently discriminates against men. It was interesting, however, to find on Federation sites visited that most of the skilled work in building houses is done by men, while mostly women do the manual labour. This contradiction probably reflects the still inadequate empowerment of women through capacity building, even within the Federation.

On most of the sites visited a majority of the people in decision-making positions were men. For example, the Team met with four Gauteng communities regarding community level issues with the SPHP. Twenty-one men and one woman attended and only the men spoke regarding the issues. When asked if women participated at all levels they said yes. But they were not in evidence at this meeting attended by the community leaders. It seems that the decision making power in these communities is male driven. However, this is not to say that women did not have equal opportunity to assume these positions, because they might have. Interestingly enough, a female Trust staff member facilitated the workshop on SPHP for these communities. Therefore it should not be assumed that having both female and male Trust trainers guarantees a gender-sensitive process. It is

important that gender sensitivity and equity be promoted and fostered as an explicit policy. However, it should not be expected that the PHPT could change cultural attitudes.

An additional equity issues lies with the disbursement of the project-linked subsidies. In several provinces there was an issue with regard to only a small number of the total subsidies applied for being granted. For example, 1000 people applied, but only 250 subsidies were granted. Who decided what would happen? Who would receive the approved subsidies? There seemed to be no clear answer as to who had the decision-making power in these situations. Moreover, no one is apparently monitoring land registration practices. On more than one occasion it was brought to the Team's attention, especially with polygamous marriages, that women received the subsidy, but that the registration of the house is normally in the man's name. The gender equity issue is highlighted by the fact that it is often the woman who puts the most sweat equity into the building of the house. This issue requires investigation and monitoring.

Finally, some people's understanding of gender sensitivity appears to be limited to being politically correct to say one or one's organization is gender sensitive. For example, a prominent male civic leader proudly proclaimed that the organization was gender sensitive but then could not explain what that meant. Later the female staff indicated that men tended to be chosen as the representatives in the organization.

It is important to understand that gender analysis looks at access and control issues, not necessarily how many women are present at a meeting. SPHP is supposed to empower people, but it is not clear that there are systems in place to ensure that both sexes are being empowered to have equal access to and control of housing. Although in some places processes appear to encompass the opinions and decision making power of both sexes, in others there appears to be a lack of gender sensitivity with regard to what full participation means and to the inequity of men making decisions and women building the houses.

There are four issues that need to be addressed if the PHPT has to play the role of assessing, monitoring and promoting equity in the SPHP:

1. Accurate data are necessary to identify and verify inequities. Presently, there are no data of who is and **who is not** applying for and receiving PHP subsidies, land entitlement, and most importantly, registration of the house. If sex and income disaggregated data are not collected, the basic information the PHPT needs to identify who is receiving land and houses, and within what time frame, cannot be identified and (possible) equity issues cannot be addressed. When the DOH honours the commitment it has made under the CEDAW to assemble such data, these issues could be addressed more systematically.
2. The PHPT's workshops should address issues with regard to the shared understanding of the community that is involved in the initiative. It is important to ensure that everyone involved in the PHP is clear about the definition of community, who has the decision-making power, on what basis and to whom they

are accountable. Several times, mostly from men, it was stated that everyone participated in community decision-making and that choosing a housing process was a "community" decision. However, depending on who was speaking, "the community" was identified differently by different people. The essential question is, how are people in a community organized to make democratic decisions regarding the choice of a housing process. The PHPT, through its community workshops, should raise these issues so that there is a shared concept of community and that its organization and management for the housing initiative is democratic in both structure and processes.

3. the PHPT must be delegated the authority to monitor the SPHP at all levels and be able to mediate issues that arise. Presently, there does not seem to be a system in place that is able to identify and rectify barriers or obstacles in the process. If empowered, the PHPT can promote equity at all levels of the SPHP and ensure that all people are heard, understood, and the issues are addressed in a timely manner.
4. The dissemination of SPHP material must be expanded. Additional forms of communication, such as radio and television should be considered, and the current Trust strategy for this area should be implemented at full scale.

In sum, it is clear that the PHPT is strategically placed to play a vital role in promoting, supporting and encouraging equity, gender equity or otherwise, at all levels of the SPHP. Given the objectives of the SPHP and the role of the PHPT as a special vehicle for achieving these, it is imperative that its mandate include the promotion and monitoring of gender equity, other aspects of equity in housing and the realization of all relevant human rights in the SPHP.

2.4. Implementation and Management Arrangements

Implementation and management arrangements are on the whole satisfactory, but certain factors in the institutional environment of the PHPT have apparently hampered full implementation and led to some management irregularities. A highly qualified team is implementing and managing the Programme and doing a good job, but the following have presented problems:

The CTA spent about 60% of his time acting as CEO of the PHPT, with the result that the special skills in community management systems and community monitoring systems could not be transferred in the SPHP. This is an unusual and irregular arrangement. Whatever the reasons for not appointing a CEO, the technical advisory role of the CTA should not have been compromised by putting him/her in a position to make decisions on his/her own advice. It is not clear why someone else could not act as CEO, at least nominally, allowing full scope for the technical advisory role of the CTA. The UNDP Resident Representative and the Executive Agency (UNCHS) were not in favour of the CTA acting as CEO.

Now that the new board has been appointed, it is imperative that a CEO is appointed as soon as possible to carry forward the momentum of SPHP promotion achieved by the PHPT in recent months.

The Interim Board deferred management proposals to be considered by the Board on staff appointments, delaying inputs and leaving programme actions in abeyance for nearly two years.

It has been reported that there was a lack of efficient and effective management with regard to reporting obligations to the outside not being met. There also appears to be a lack of direction to technical staff who often work on their own rather than as a coherent team. The division of labour that assigns staff members to particular provinces no doubt encourages this, but there remains a need for consistency and synergy across the country.

The principal stakeholders appear to have adequate opportunity for participating in the management of the Programme of the appropriate levels.

2.5. Monitoring and Recording Mechanisms

Reporting systems appear to be in place in terms of number of subsidies granted, houses built, and HSC's in place. Considering the system's focus on the number of houses built, rather than on who did not get housing, who did (by sex) receive the subsidy, in whose name the house was registered, and the quality of the houses built, it's no wonder that the latter type of data has not been collected.

It would seem important to monitor the satisfaction with the process of the communities involved. For example, while some may see the SPHP as too slow, people do not mind if the process is slower if they can build a bigger house.

Although the Programme's benchmarks and targets are clearly defined in the PSIA, there are no specific numeric indicators, levels or timeframes defined, making it difficult to monitor progress. For example, one PHPT benchmark states "allocation of resources to SPHP by Provincial and Local governments...". However, without a specific number, percentage, level and timeframe clearly indicated, it is impossible to design "indicators" that monitor progress towards this output. And, if progress cannot be monitored, it is not easy to identify problems reliably and rectify them timely.

It is recommended that

- the Programme clearly define what should be reported regarding SPHP and design the appropriate indicators, outputs and reporting mechanisms.
- the PHPT design a performance monitoring plan that defines indicators and build the necessary data collection methods into the management information system, with responsibilities for collecting, analyzing and reporting on Programme performance.
- the monitoring and evaluation of the PHPT and the SPHP use participatory methods.

2.6. Appropriate Technology and Materials

A difficult issue in South Africa is to promote cheaper alternatives to the customary "brick and mortar" house that is currently seen as the only standard throughout the country. Alternative building materials, although often cheaper and more environmentally sound, are generally perceived as sub-standard.

However, simpler techniques, such as positioning the house to allow more sunlight in the winter and less sunlight in the summer, increasing the overhang of the roof, and so on, are areas that should be explored by the PHPT in partnership with CSIR and other institutions involved in appropriate technology.

SPHP is itself an appropriate technology for allowing people to build their own houses within an enabling and supportive environment. The mindset shift from implementing housing directly to facilitating the SPHP as the appropriate role of government at all levels, is not being recognized and put in operation everywhere.

V. PROGRAMME RESULTS

Positive results, however, have been achieved in geographic areas where programme activities have been carried out, but the impact has not been extensive because of limited resources and lack of capacity at the provincial and local levels. Notwithstanding the latter, the impact would have been greater had provincial and TLC officials been trained lower level structures.

1. Results and Impacts

The findings of this evaluation demonstrate that SPHP is now widely understood and that many communities have successfully implemented it. As the concept becomes more widely understood, and an increasing number of communities choose it, a critical mass is beginning to be created that will lead to an expansion of the Programme in terms of acceptance and geographic coverage, as well as increased rate of delivery.

To this extent the PHPT has been successful and has played a crucial role in facilitating the achievements to date.

However, measurement of these results has proved very difficult. The Programme was deliberately not established in such a way as to allow quantitative indicators to be used. The objectives and outputs are phrased in general terms that are not quantified and in some instances not quantifiable.

The Programme could have used indicators such as the number of communities that have adopted SPHP; the number of subsidies allocated to them; the number of communities that have completed their initiative; the number of houses constructed; the speed at which houses and initiatives were completed; the number of HSC's operational; and so on. But

this was not done. The reason is probably because the objectives of the Programme are to *build capacity*, not to deliver houses. Yet some of the outputs were formulated in terms of increases in the results expected from increased capacities.

The impact of the programme is thus difficult to measure. There can be no doubt that it has had a significant impact. The Team spoke to many people who had participated in workshops, or received advice or support from the PHPT. In this respect, the number of workshops given can be measured, but we cannot measure the degree to which people learned from them and what difference it made. We can only report that the recipients we met were satisfied and reported that the workshops, training or facilitation were useful.

Likewise there are many public sector agencies at both the Provincial and Local level that have participated in the PHPT's initiatives in capacity building. Staff from these agencies will state that these experiences have been useful, or even essential, but we can not measure to what degree they have made an impact.

We therefore find ourselves unable satisfactorily to complete this important section of the report. As stated above, in connection with monitoring, we recommend that attention be given urgently to establishing indicators and a results framework. This will help in the programming of the PHPT's work, management of its resources, monitoring the effectiveness of its methods and staff, and learning from its own experience.

2. Factors affecting programme performance

The team has identified a large number of factors, both negative and positive, that appear to have affected the PHPT's performance and/or are likely to continue to affect it.

2.1 The negative factors are the following:

2.1.1. The novelty of the concept

The concept of the SPHP has met resistance from many quarters that has taken time to overcome. Arguments against it included:

- The government promised houses: therefore people should not be asked to do their work for them
- People are not good builders: the work will be shoddy and will turn into slums
- It is much quicker to get a developer to do the work. Developers can be made accountable and can be relied upon to complete projects in time.
- SPHP requires much more administration, and the skills are not available
- The process is too complex for ordinary people.

2.1.2. Subsidies have not been available in the quantities required

It has been demonstrated that if subsidies had been available to meet the whole demand, the number of units developed through the SPHP would have been much higher. The situation has been exacerbated by the delays experienced by some of

the pioneering projects. These delays have given the process an unjustified reputation for slowness.

2.1.3. Complex administrative process

The process laid down by the guidelines is administratively extremely complex and places the onus on communities for performing tasks for which they are not well equipped (such as preparing business plans, and so on). This is the result of failing to make the necessary mindset shift towards facilitating a people-driven process from a project-driven process.

Although this has been, to some extent, addressed by the preparation of Part 10 of the Manual and the SPHP operational guidelines, the process of making the procedures people friendly and suitable for the bottom-up process has not gone nearly far enough.

2.1.4. Lack of capacity at the Provincial and Local Government levels

The transition has resulted in human resource constraints at both Provincial and Local levels for implementing the SPHP. Despite the capacity development initiatives of the PHPT, the special skills required for the SPHP are not available in most agencies. As a result there is an acute lack of capacity at all levels that continues to impede development and implementation of the Process.

2.1.5. Delay in approval of rural housing policy

Some Provinces have allocated subsidy funds for rural areas, but in the absence of a clear policy regarding granting of subsidies for informal tenure rights, many housing initiatives facilitated by the PHPT in the rural areas have been delayed.

2.1.6. Resistance by vested interests

Provincial Housing Development Boards have allegedly been biased in favour of developer-driven projects as they are composed of developers and others involved in the formal housing sector. Local councillors are reported often to be in the pocket of developers rather than representing the best interests of their constituents.

2.1.7. Small staff of the PHPT

The fact that the PHPT has so few staff has created a serious implementation problem and has limited its ability to meet the demands that have been placed on it. The PHPT has generally not been able to expand its capacity-building activities by the use of external consultants, nor by taking a more wholesale approach to its mandate.

2.1.8. Lack of clarity and consensus on the mandate of the PHPT

Although the mandate of the PHPT is defined in the National Housing Policy, it is still challenged and different interpretations exist in the DOH, the PDH's and the PHPT. There is also a measure of confusion at the local level between the different roles of the DOH, the PDH and the PHPT.

Whether rightly or wrongly, the delays in setting up the PHPT and appointing the first Board of Trustees and CEO gave the impression that the Department of Housing was not fully committed to the Process.

2.1.9. Appointment of the CTA a Chief Executive Officer

The fact that the Chief Technical Adviser was made acting CEO, and therefore had to perform many administrative functions, reduced the time that he had to devote to the work of capacity building and implementing the Programme.

2.2 *The positive factors are*

2.2.1. Adoption of SPHP as National Policy

The adoption of SPHP as official national policy and the contribution of the PHPT to this development lend greater legitimacy and thrust to the Process.

2.2.2. The ANC adopted the SPHP in its manifesto

This has helped convince many hitherto sceptical political figures at both the Provincial and Local level that the concept is sound and a priority for the new Government.

2.2.3. The political will shown by the Minister of Housing and the MEC's

The pronouncements of the Minister of Housing that SPHP would be taken to scale and the commitments to the Process made by an increasing number of MEC's are creating the political will necessary to implement SPHP as the major national housing process for eliminating housing poverty.

2.2.4. The results of the early SPHP initiatives

The results of the early SPHP initiatives, which are now coming on stream, have been very positive. In particular, the work of the SA Homeless People's Federation and the People's Dialogue has been widely publicised and recognised locally and overseas. Support given to the uTshani Fund and recognition of its contribution to the funding of the housing initiatives of people in poverty have been major factors in this. This has given the Process a stature that it previously lacked and established a strong working partnership with NGO's and CBO's.

2.2.5. Positive international and regional experience

The experience of neighbouring countries, as well as of some in Asia and Latin America, in this field has been very positive and is a further factor that has been used to build SPHP strengths and to convince sceptics.

2.2.6. Increasing acceptance by local communities

As the quality of houses resulting from SPHP become better known, more and more communities choose it as the preferred option for building their houses. This groundswell is very evident in the Western and Eastern Cape, Kwa-Zulu Natal and Gauteng and could soon reach a take-off point across the country. The establishment of community representative organizations, such as Trusts, for housing initiatives is gaining momentum.

2.2.7. Increasing acceptance by Local Government

When Local Government Agencies adopt the SPHP as an official delivery mechanism it gives the Process administrative and financial strength and therefore helps it to achieve results faster and more reliably. The recognition of the key role of Local Authorities in housing delivery in the Housing Act, along with the establishment of the new Local Authorities next year, will boost the implementation of SPHP. Where current Local Authorities have adopted or supported SPHP, the results have been very impressive.

2.2.8. Increasing promotion by NGO's and CBO's

Many NGO's are now recognizing the potential of SPHP for effectively addressing housing poverty and are joining the SA Homeless People's Federation and the People's Dialogue in promoting it locally, regionally and nationally, including SANCO.

2.2.9. Increasing support by the private sector

The formal private sector is increasingly recognizing the opportunities provided by SPHP as a process parallel to the developer-driven one. There is also increasing recognition that the informal sector and emerging contractors can provide more economical and appropriate services directly to people building their own houses and have a key role in the implementation of SPHP.

2.2.10. High quality of Trust staff

the PHPT has the benefit of very experienced and highly motivated staff. With the full complement of staff, especially the decentralized staff at sub-national levels, the PHPT can continue to play a highly strategic catalytic role.

VI. RECOMMENDATIONS

The Team makes four sets of recommendations:

- The first set addresses issues that were identified during the evaluation regarding the current Programme and the way the PHPT implements it.
- The second set addresses issues with regard to the way SPHP is operationalized and the current housing policy, institutional and regulatory environment affect it.
- The third set makes recommendations on how SPHP can be taken to scale as the major strategy for eliminating housing poverty in South Africa through locally self-reliant, sustainable people-centred development.
- The fourth set recommends that the current Programme be extended and that the PHPT be continued as the main vehicle for to implementing the recommendations.

1. Fine-tuning the Programme

1.1. Regularize PHPT management

- Appoint the CEO of the PHPT as soon as possible.
- Provide more administrative support, relieving technical officers from administrative duties that could be performed by support staff.
- Implement a monitoring system with indicators and regular reporting to track the performance of the Programme more reliably and closely.
- Appoint the full staff complement to meet the increased demand for support and facilitation from provinces and local authorities.
- Clarify the mandate of the PHPT, taking into account the changing and fast developing environment within which it has to fill a special niche to support SPHP strategically and catalytically.

1.2. Decentralize the technical role

- Develop a decentralization and devolution plan for the work of the PHPT in SPHP.
- Appoint sub-national coordinators of SPHP, preferably attached to provincial housing departments or another partner, such as a training institution.
- Support the development of provincial capacity to develop local capacity to support communities with the implementation of SPHP.
- Assist local authorities with development of community capacities to implement SPHP
- Develop a decentralized monitoring, advocacy and trouble-shooting plan.

1.3. Implement the full programme

- Develop and implement an advocacy strategy that engages all major stakeholders and partners in the promotion of SPHP.
- Develop and implement a social mobilization strategy as planned in the PHPT's latest Strategic Plan.
- Adjust the capacity development strategy to a wholesale approach, working through key institutional partners in each province.
 - Select key institutional partners
 - Arrange strategic learning exchanges
 - Train trainers of SPHP mindset and management approach
- Develop a gender-mainstreaming strategy that provides a systematic approach to the following elements:
 - Advocate gender equity in all aspects of SPHP
 - Gather sex-disaggregated data
 - Monitor differential participation of men and women
 - Ensure gender equity in title or deed registration
- Develop a synergy strategy with other programmes, sectors and projects, focusing on a more holistic approach to poverty eradication.

2. Adjusting the SPHP and its environment

The following recommendations are intended to address issues that the Team has identified with regard to the functioning of the current SPHP system and its environment (target audiences for each recommendation are indicated in brackets). Some of these are also of critical importance for taking SPHP to scale, but are listed here also in case it is decided not to go to scale.

- 2.1. Develop a communication strategy between different levels of governance and within levels with regard to SPHP to encourage the new mindset and its reflection in management practices. (the PHPT and DOH)
- 2.2. Form appropriate partnerships (with CSIR and others) to make more information about appropriate technologies and materials available to communities planning SPHP initiatives, as well as to developers and housing professionals, and to transfer necessary skills to use these. (the PHPT, DOH and PDH)
- 2.3. Solve problems of land access, release and tenure that stall or delay SPHP initiatives. (the PHPT, DOH, Department of Land Affairs, Local Authorities)
- 2.4. Train subsidy recipients and informal builders on site and cater for all who are selected by the communities, regardless of level of education or literacy. Encourage communities to select both men and women in more or less equal numbers for training in building and management process skills. (the PHPT, Local Authorities, Local Community Organizations)

- 2.5. Review the PHDB system, the mandate and composition of the boards in order to make it more SPHP friendly and supportive. The PHDB's must plan their cash flow so that slow disbursing SPHP initiatives are not disadvantaged. (DOH)
- 2.6. Review the SPHP procedural guidelines with a view to simplify them more so that they fully reflect a people- and community-driven process and do not impose technocratic and bureaucratic requirements on people. (the PHPT, DOH and PDH)
- 2.7. Simplify the subsidy application and approval processes to establish clear accountability for decisions and transparency, including at the horizontal or community level. The requirement that community groups submit a business plan should be reconsidered and simplified, if retained. (DOH, the PHPT, PDH)
- 2.8. Monitor the subsidy application and approval more closely, identify obstacles, document complaints and institute a People's Protector mechanism that can provide swift resolution in disputes, conflicts or obstructions. Streamline time frames, establishing firm lapsed-time targets for processing and approving applications in the shortest possible time. Conduct independent audits wherever questions arise about the flow of funds to and within communities. (the PHPT, DOH, PDH and Local Authorities)
- 2.9. Involve all TLC's in SPHP as early as possible, building capacities that can continue to deliver when the new system of local authorities is implemented. These capacities are urgently needed now, will not be wasted, but will give the new authorities a running start in SPHP. Such orientation to SPHP and capacity development will also serve to speed the transition to the new SPHP mindset by local authorities that still display top-down attitudes and practices associated with the old system. (the PHPT and PDH)
- 2.10. Encourage communities seeking housing subsidies to start savings and credit initiatives to complement the subsidies, avoiding conditionalities and prerequisites. (the PHPT, PDH, NGO's and Local Authorities)
- 2.11. Allow communities to build houses for orphans under proper guardianship arrangements. This will help provide housing for HIV/AIDS victims, among others. (DOH, PDH and PHDB)
- 2.12. Address rural housing development needs more systematically, removing remaining obstacles to access to land, legalization of titles and the housing rights of farm workers. (DOH, PDH and Local Authorities with DLA)

3. Taking SPHP to scale

Taking SPHP to scale means creating full awareness of the opportunity it provides in every household living in poverty in the country. It means having the capacity to then

respond to the demand generated in a timely and empowering manner. It will require major adjustments in the PHPT's role and mandate and the way the whole system of housing delivery works. Some of these have been noted above as recommended adjustments to make the current system work better.

There are many detailed recommendations, but they all derive from a few basic principles that are central to PHP and the new holistic people-centred development paradigm that it reflects. It is recommended that a whole systems approach be adopted and that the following elements of the adjustments that are required be implemented in such a way that their effects are systemic and synergetic:

3.1 The policy:

- 3.1.1. **Uncouple components of housing subsidy:** Adjust the subsidy system to support SPHP more efficiently by creating four separate processes for land, people's capacities, services and houses to speed up eliminating housing poverty within a specified time horizon, say 2010. (See Section 4.1) (DOH)
- 3.1.2. **Make Local Authorities the front line implementers of SPHP in close collaboration with local communities.** Define the roles of the other levels in accordance with the principles of cooperative decentralized governance with shared responsibilities and inclusive partnerships (See Section 3.2). Focus capacity building for SPHP delivery at the local level and adjust the technical requirements of the Housing Act and the HBRC to ensure adherence to people-centred and community empowerment approaches, as well as appropriate skills, technologies and materials to facilitate efficient and effective implementation of SPHP. (DOH and all governance partners at all levels, the PHPT)
- 3.1.3. **Recognize that SPHP presents a huge opportunity for informal sector operators to improve their skills and livelihood because it stimulates local economic activity and growth where the formal sector cannot reach because people cannot afford it.** Recognize this informal sector role and empower it through appropriate capacity development, protection and stimulation. (DOH, PDH, Local Authorities)
- 3.1.4. **Commit to a target date for eliminating housing poverty:** SPHP can eliminate housing poverty within the foreseeable future if people are sufficiently motivated, supported, encouraged and facilitated to make use of the opportunities it provides. Challenge local communities, along with Local Authorities and other stakeholders, to mobilize people to take initiatives to eliminate housing poverty in the community by a national target date, such as 2010. Commit the necessary resources to achieve that national goal (GSA, DOH, MEC).

- 3.1.5. Create an enabling environment for the success of SPHP by allocating adequate resources, creating enabling legal and regulatory frameworks and supportive policies. Constantly reinforce people's confidence in themselves and their ability to build their own houses and be self-reliant in rising out of poverty (GSA, DOH, MEC, PDH, Local Authorities).

3.2 The People

- 3.2.1. Recognize that organized local communities are the cornerstones of sound governance, providing horizontal transparency and accountability where vertical systems often fail to function and deliver. Empower local communities more to guard the wellbeing and safety of all their members, including eliminating housing poverty, through representative self-steering organs, such as inclusive community trusts or civic organizations. (the PHPT, DOH and other partners in poverty eradication)
- 3.2.2. Recognize that resourceful and resilient local communities are the building blocks of a self-reliant, self-sustainable society fostering and conserving social, cultural and bio diversity and that savings schemes, village banks and credit associations foster habits and practices that build self-reliance and sustainability. Encourage and strengthen savings and loan initiatives as complements to the subsidy scheme to meet housing needs more quickly, self-reliantly and sustainably. (DOH, PDH, Local Authorities, the PHPT)
- 3.2.3. Promote gender equity along with social and economic equity, monitor the equity results of SPHP and other housing programmes regularly with sex-disaggregated data and take steps to improve equity in all respects. (DOH, PDH, Local Authorities, the PHPT)
- 3.2.4. Recognize that SPHP is about realizing the right to adequate housing for people living in poverty, involving their freedom of choice with regard to the design and quality of the house that the subsidy provides. It is also about equity and protecting people's rights in the implementation of SPHP and other housing programmes (DOH, PDH, Local Authorities, the PHPT).
- 3.2.5. Build partnerships with and support community representative organizations or groupings such as forums and trusts that are open, inclusive and create synergy in the community. Facilitate conflict resolution through impartial locally respected change and negotiation agents to move the SPHP initiative forward (DOH, PDH, Local Authorities, the PHPT).

3.3 The Process:

- 3.3.1. Recognize that SPHP involves a shift in mindset from top-down implementation by government (through outsourcing or directly) to the

facilitation of implementation by people themselves through their own organizations. This involves a framework for democratic management, minimal standards setting, simplified procedures, adequate resources and supporting local authorities and partners (DOH, PDH, Local Authorities, the PHPT).

- 3.3.2. Promote people-centred modes on management in SPHP involving local horizontal transparency and accountability through democratic processes of sharing information and responsibilities that replace bureaucratic and technocratic procedures to protect the public interest and trust. Reward adoption and successful implementation by management at all levels, particularly the local authority level (DOH, PDH, Local Authorities, the PHPT).
- 3.3.3. Further simplify the SPHP implementation guidelines by making them more people-centred, less project and control centred and relying more on horizontal transparency and accountability than on technocratic procedures to provide public trust and protect the public interest against corruption (DOH, PDH and Local Authorities, the PHPT).
- 3.3.4. Stress learning by doing in stead of up-front capacity development in order to boost people's self-confidence. Support their learning through on site monitoring and coaching and make brief apprenticeship arrangements to complement basic skills training (Local Authorities, the PHPT).
- 3.3.5. Accept SPHP and PHP as products in themselves, in addition to being sound and effective processes for eliminating housing poverty: SPHP builds self-confidence and self-reliance, social capital and synergy. PHP strengthens communities and families and provides a firm basis for taking other initiatives to address other aspects of poverty (DOH, PDH and Local Authorities, the PHPT, External Donors).
- 3.3.6. Recognize that SPHP provides ideal opportunities for encouraging excellence and perseverance and other values that strengthen social synergy. Reward excellence in SPHP and PHP from the local community up to the national level and celebrate success nation-wide, including progress towards eliminating housing poverty, with appropriate media promotion (DOH, PDH and Local Authorities, the PHPT, External Donors).

3.4 The Product

- 3.4.1. Recognize that when people design and build their own houses, they take great pride in it and have greater resolve to take responsibility for improvements and maintenance. Protect people's right to choose their own house design as well as to participate in decisions about the services provided to the site (DOH, PDH and Local Authorities, the PHPT).

- 3.4.2. Recognize that equity requires that minimum standards of adequate housing for all be met before higher standards are provided to some. Ensure through national policy that a minimum standard of adequate housing is provided by public subsidies across the country. Provinces have the right to increase these standards at their own expense, as long as they do not delay achieving the national target date for eliminating housing poverty (DOH, PDH and Local Authorities).
- 3.4.3. Recognize that without legal land tenure people cannot start building a permanent house by making the provision of adequate land for the housing of all homeless people within each local jurisdiction a first priority. Plan the development of integrated communities to avoid replication of the apartheid pattern of relegating people in poverty or with low incomes to remote locations poorly served by transportation and employment opportunities (DOH, PDH, Local Authorities).
- 3.4.4. Make adequate site services a second priority, planning with communities and ensuring their participation in key decisions about standards and costs of operation and maintenance (DOH, PDH, Local Authorities).
- 3.4.5. Promote public acceptance of other options providing for greater density, flexibility and mobility and encourage SPHP initiatives to provide greater diversity of shelter options (DOH, PDH and Local Authorities).
- 3.4.6. Make information on appropriate technologies and materials available to communities planning SPHP initiatives and promote their use through demonstrations and pilot projects (the PHPT in partnership with CSIR and others).
- 3.4.7. Build environmental awareness, protection and beautification into the capacity development strategy for SPHP at all levels, particularly at the local community level. Reward community excellence in management and care of the environment, both private and public spaces (Local Authorities, the PHPT in partnership with CSIR and others).

3.5 The Programme

- 3.5.1. See the elimination of housing poverty as the cornerstone or foundation of poverty eradication, allowing communities to address their basic needs in a holistic way, dealing with any dimensions of poverty of concern to them. (DOH, the PHPT, other key stakeholders in poverty eradication)
- 3.5.2. Conduct a nation-wide social mobilization campaign in support of SPHP as a major poverty eradication initiative, involving cooperation among all levels of government and the full involvement of all partners at all levels.

Keep it open and inclusive, encouraging people who can afford their own housing to settle in the same communities. (Minister of Housing, MEC's, the PHPT, DOH, other key poverty eradication actors at national and provincial levels, Local Authorities, civil society organizations, the private sector, external partners).

- 3.5.3. Decentralize the PHPT's facilitation role in SPHP and the monitoring of the implementation of SPHP (the PHPT and partners).
- 3.5.4. Implement a capacity building programme for all key partners that focuses on training of trainers for SPHP and related people-centred development at every level of governance, working with institutional partners with a clear capacity building mandate and a commitment to community empowerment and service (the PHPT, DOH, PDH, Local Authorities and partners)
- 3.5.5. Strengthen partnerships with all stakeholders, including other national departments with core mandates for poverty eradication (Labour, Social Welfare, Local Government, Land Affairs, the President's Office); civil society organizations (particularly CRO's and CDF's); learning institutions (particularly community colleges, schools, training, research and development); provincial and local authority umbrella bodies, private sector organizations (chambers of commerce, industry, employers associations, unions); and external donors. Challenge them to champion the social mobilization campaign for SPHP at all levels and to participate in rewarding and celebrating performance. (the PHPT, DOH, UNDP, other donors)
- 3.5.6. Create a special fund with a broad community empowerment mandate (for example, 'Community Social Capital and Synergy Building Fund'), modeled on the uTshani Fund, with the purpose to support community empowerment to develop their capacities for self-reliance in housing and related basic social needs and rights. Promote a more diverse approach to the financing of SPHP, blending savings and micro credit provisions into the mix without imposing conditionalities on people that will limit their access and capacity to participate (the PHPT, DOH, PDH, Local Authorities).
- 3.5.7. Enlist all media in a massive nation-wide, but at the same time localized awareness campaign on SPHP and related people-centred development and community empowerment initiatives. Encourage greater voice for communities and people in the media through call-in and write-in programmes and the facilitation of community access to communication programme production and information relevant to their empowerment and learning needs. (the PHPT and all partners)

4. Continue the PHPT and mobilize further support for the Programme

As the current Programme supported by UNDP has an end date of March 2000, it is important that immediate consideration be given to the following recommendations:

- Extend the current Programme and implementation arrangements, as adjusted on the basis of recommendations in set 1 (fine-tune the Programme), for at least two years, which is possible with available funds (UNDP/UNCHS, USAID).
- Recognize the pivotal role that the PHPT has to play in taking SPHP to scale. Review its mandate on the basis of the expanded and more catalytic role recommended for it in set 3 above. Empower it with an appropriate mandate and adequate resources to play that role effectively (DOH).
- Mobilize further financial resources to strengthen SPHP and to meet the increased demand that will result as communities start PHP initiatives on a more massive scale (UNDP, USAID with DOH and other donors).