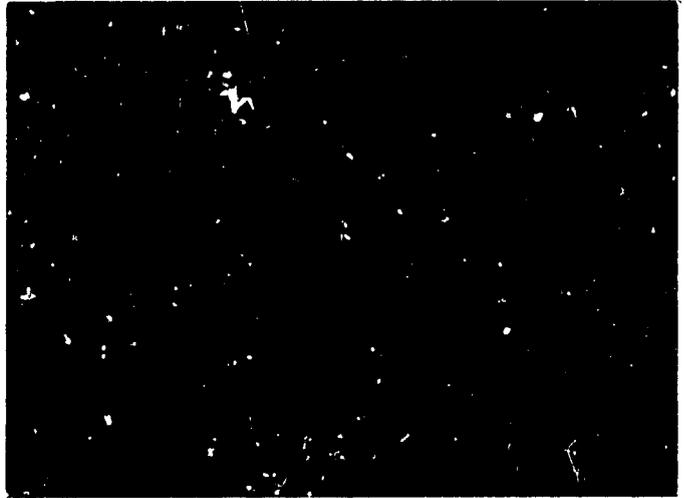


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# THE COOPERATIVE HOUSING FOUNDATION

A NON-PROFIT ORGANIZATION DEDICATED TO BETTER HOUSING AND BETTER COMMUNITIES

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Supplementary Report  
Indefinite Quantity Contract #2  
May 25, 1982

Zimbabwe Self-Help Housing

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## 1.0 Introduction

1.1 This supplementary report has been prepared at the request of USAID-RHUDO/EN&SA office in Nairobi and PRE/HUD/Washington. This work is being performed under an Indefinite Quantity Contract #2 (dated May 25, 1982).

1.2 The AID Office of Housing and Urban Development has approved a \$50 million low-income housing and community development loan for Zimbabwe. Twenty five million dollars of the loan has currently been approved for the first phase. These funds will be used to finance the Parkridge/Fontainbleau project in Harare. When completed this project will provide 10,000 shelter solutions to low-income families. The first phase of the Parkridge/Fontainbleau project includes 4,135 housing units and related facilities. This supplementary report will offer suggestions for implementation of the first phase of the project.

1.3 In June 1982 I spent three and one half weeks in Harare to carry out the activities listed in the terms of reference for the subject IQC. On arrival in Harare I reviewed the current situation regarding the Parkridge/Fontainbleau project and visited the existing housing projects managed by the Harare City Council. I met field and senior staff in all City Council departments concerned with housing, officials in the Ministry of Housing and others outside of Government, including engineering firms, building societies, etc.

Completion of certain work in the terms of reference was impossible because decisions had not been finalized at that time about

the type of houses to be constructed and the methodology of construction.

1.4 There were several other important technical assistance needs at the Harare City Council and I devoted the majority of my time in Zimbabwe to preparing discussion papers and assisting Council officials to reach a consensus on new strategies and policies for implementing Parkridge/Fontainbleau project.

1.5 After my return to Washington, USAID-RHUDO/E&EA officials decided that in the absence of firm decisions concerning the type of housing and methodology of implementation, it would be useful to prepare an organization plan and list staffing requirements based on assumptions about the pending policy decisions. It is important that every possible effort be made to develop an implementation plan because it is apparent that the project will not be implemented on schedule unless decisive action is taken by both the Harare City Council and the Ministry of Housing. The availability of theoretical staffing models could expedite implementation after decisions are made about key issues.

## 2.0 Implementation Assumptions

2.1 Parkridge/Fontainbleau will be built by self-help construction and small informal contractors. While most of the houses will be built by informal contractors, a greater percentage of the construction will be done by self-help than was done in the case of the previous Harare City Council project.

2.2 Approximately 200 houses will be constructed using cooperative building techniques. Organization of this small group

will resemble mutual aided self-help construction and will utilize "brigade" technical advisors. The purpose of this pilot project will be to gain experience in cooperative construction and provided a mechanism for assisting qualified families with smaller incomes.

2.3 All plots will be allocated with services provided to the plots but without improvements on the plots. Core houses and plots with completed toilets will not be constructed.

2.4 Improved construction technical assistance will be provided to beneficiaries by the Harare City Council. This will require additional and better trained staff than previously employed in Harare City Council projects. The additional staffing will increase the Harare City Council cost but should result in moving the project at a faster pace. If the project is completed in a shorter period of time the resulting savings from all staff including construction staff should offset the additional technical assistance cost.

Construction advisors should be available on a ratio of approximately 1 advisor to 300 units of housing under construction. For reasons of economy and to provide consistent instructions to plotheolders, the duties of construction technical assistance should combine the functions of building inspection and "teaching" plotheolders to construct their homes.

2.5 Harare City Council currently operates a building loan scheme and a cash loan scheme. It is assume that the two types of loans will be merge into a single cash loan program for Parkridge/Fontainbleau. There will be no building material loan scheme in Parkridge/Fontainbleau. Instead, the materials sales program will be

expanded (on a cash sale basis) to include a larger number of materials required for building houses according to the proposed standards in Parkridge/Fontainbleau.

2.6 A total of 4,351 plots will be allocated in the first phase. Allocations will be evenly spaced over a 12 month period. Peak construction activity should occur approximately 14 to 16 months after beginning allocations.

### 3.0 Sequence of Next Major Activities to Implement Parkridge/Fontainbleau

Successful implementation of the Parkridge/Fontainbleau project will depend on the Harare Town Council's ability to carry out a series of critical activities. These activities are described below and have been prioritized in the attached bar chart.

#### 3.1 Policy Development

##### 3.1.1 Cost Recovery

As the City Council expands the site and service program, it will be necessary to examine any proposed or defacto subsidies. Future projects will depend upon adequate cost recovery as the number of sites and service units under management of the City Council increases. A comprehensive review should be undertaken by the City Council to analyze current costs. A potential source of conflict between implementing and financial departments in the City Council is the fact that a more effective implementation program will result in higher initial costs. The council should examine the possibility of "capitalizing" some of the development costs associated with implementing construction of the houses.

### 3.1.2 Plot Allocation and Orientation of New Plottolders

As I left Harare after my recent consultancy, a new policy regarding plot allocations was under review. It is critical that a plot allocation policy be established in writing. This should be done by establishing a policy applying to Parkridge/Fontainbleau and then beginning a study of the city wide housing needs and establishing plot allocation criteria on a city wide basis. Using a city wide allocation policy may require changes in planning future projects. It is possible, for example, that a larger number of middle income units will be required in the future to complement the "below the median income" allocations made in Parkridge/Fontainbleau. The objective of this study should be to determine the long term low income housing requirements and plan adequate shelter solutions to meet needs at every income level and then establish a plot allocation policy which will carry out those objectives.

Equally important is the need for proper orientation of new plot holders. This is especially important for families participating in self-help housing programs. It is suggested that an implementation standard should be: no person will be allowed to receive a plot until that person has a complete understanding of the terms and conditions and "spirit" of the site and service and self-help program. This will require well organized orientation programs and implies that adequate staff and orientation materials be available.

### 3.1.3 Role of Inspector/Construction Assistant

As part of the cost recovery study mentioned above, a determination should be made about the proper role for building

inspectors and/or construction technical assistance personnel. Most site and service cannot afford the luxury of having separate personnel to perform the related task of inspecting construction for compliance with minimum standards and assisting or instructing ploholders on building techniques, etc. If a policy decision is made to provide for extensive cross subsidies, then it may be possible to have the separate functions of inspectors and construction technical assistance. This policy question should be resolved at the earliest possible date.

#### 3.1.4 The Role of Private Materials Entrepreneurs

If the Parkridge/Fontainbleau project is to succeed, ploholders must have adequate access to reasonable priced materials from the outset of plot allocations. Previous Harare projects have experienced some difficulty with private entrepreneurs. In the case of Parkridge/Fontainbleau, the availability of bricks and/or blocks will be especially important. The Council needs a policy outlining how the private material sale sites will be leased. It may be necessary to intervene on such critical materials as bricks or blocks to assist entrepreneurs with financing and/or development of plots in order to ensure that these critical materials are available. While it is possible that entrepreneurs may come forward after the project is more fully occupied, the entry of entrepreneurs at a late date may not help to expedite construction of the project when ploholders need the most help.

#### 3.1.5 Organization of Responsibility for Housing in the City Council

Responsibility for implementation of low income housing schemes is not clearly defined at the Harare City Council. A high level study should be conducted by city officials to determine if a unified housing unit would be more effective in managing future housing schemes.

### 3.1.6 Building Materials Sales

Several policies have been suggested regarding future sales of building materials at Parkridge/Fontainbleau. These policies should be approved by Council at the earliest possible date. It is important that beneficiaries have prompt access to materials when they are acquiring materials from loans from council. This means that a separate sales scheme for building materials must be accompanied by ease of acquiring proceeds from loans. There is considerable question as to whether or not the current slow procedures for issuing checks through the Treasury Department will be adequate in the future. Recommendations concerning streamlining this process should become establish policy at the earliest possible date.

### 3.1.7 Future Role of Office/Warehouse

Before detailed designs are approved for the administrative office and warehouses, a policy decision should be made about whether or not permanent or a combination of permanent and temporary buildings should be used. If "non-housing" city council departments will require permanent space that will be vacated after the development phase in Parkridge/Fontainbleau then the construction of expensive permanent buildings may be justified. If other departments cannot afford to support the construction of these buildings in their

departmental budgets, then it is suggested that a core group of permanent offices be constructed and used with less expensive portable temporary buildings. The temporary buildings would be removed after the development phase is complete in approximately three years. A policy decision concerning this matter should be made by the city council.

### 3.1.8 Hours Worked by City Employees

Self-help housing programs do not function well unless full services are available to the beneficiaries during weekends. Current city council policy does not require that building materials loans etc be available to beneficiaries on weekends. It has been recommended that this policy be change to provide seven day service.

### 3.2 Staff Recruitment and Training

3.2.1 After the above policy decision have been made, additional staff will be required for implementing Parkridge/Fontainbleau. The functions of the additional staff may differ from previous positions used in other housing projects. It is important that new positions be approved by the city council and established in the budgets of the city council at the earliest possible date. At present time positions are not in budgets and the process of establishing positions can sometime take considerable time because of the need to gain approval from sub-committees and the full council.

3.2.2 A training center should be established and a senior city council officer should be designated to carry on continuous training activities. If modernized accounting methods are used, it will be necessary to train staff in the use of new equipment. Stores

personnel will also require special training because council does not presently have a comparable building materials sales scheme. When the role of inspectors and construction technical assistance personnel is determined, special training efforts may be required because retraining personnel is sometime more difficult than training personnel without a preconceived idea of their roles. Over the long term, Parkridge/Fontainbleau should be used as a training facility for preparing more middle level administrative personnel to undertake future housing schemes.

### 3.3 Building and Equipment

3.3.1 When the policy decision concerning future use of the offices and warehouse is made, a review of designs for the proposed Parkridge/Fontainbleau offices and warehouse space should be initiated. Changes in office layout should reflect the fact that greater volume of work may be accomplished by fewer accounting personnel, while a larger number of construction technical assistants and community development workers may be added to future staff. A well researched design of the warehouses is critical if all materials needed are properly accomodated. Proper security and management of the building materials sales program can be enhanced by the warehouse layout. A detail "map" of the proposed warehouse should be drawn indicating quantities and types of materials in their specific locations in the warehouse or surrounding area. The layout of the warehouse should be organized in such a way that inventory checking and stock removable is easily accomplished.

3.3.2 Design work should begin immediately on the warehouse and office because this facility is needed prior to beginning plot allocations.

3.3.3 Because of foreign exchange constraints in Zimbabwe, the acquisition of certain equipment that is not manufactured in Zimbabwe may be difficult because housing programs are competing with other programs of the City Council for foreign exchange. Plans for this equipment should be ordered prior to completion of the warehouse and offices. Telephone and electrical services should be carefully monitored because the availability of these services is important to the initial success of the administrative center.

#### 3.4 Administration and Accounting

3.4.1 A study of the feasibility of automating the site and service accounting should be conducted prior to recruiting staff and purchasing equipment. There appears to be a good opportunity for savings by automating the accounting process.

#### 3.4.2 Management Systems and Reports

The proposed expansion of building materials sales will place greater stress on staff administering the building materials sales program. Accounting and inventory control systems must be designed to assist stores personnel with reordering and cash management. As a by-product of the accounting functions, stores personnel should provide senior management with weekly sales and inventory available reports.

The first step toward good debt management is to create a good reporting system on the status of collections. Reports about the

amount and percentages of past due loan and service fee payments should be available on a monthly basis.

A weekly report indicating the rate of plot allocation is needed. Plots are not considered allocated until all necessary formalities are completed. In order for senior management to evaluate the effectiveness of staff processing of allocations it will be necessary to track the rate of allocations in a weekly report.

The construction completion rate is a monthly report that will be a key of the overall success or failure of any site and service program. This report should be broken down by sections to evaluate staff responsible for construction technical assistance.

The management of cash loan disbursement programs requires periodic reviews of work in place to avoid misuse of loan proceeds. Construction personnel must check work in place before authorizing additional disbursements. This can be a very time consuming and expensive process that can be burden the city council with heavy overhead costs. An alternative is to increase the risk by making larger disbursements. In general this alternative is unacceptable. An effort should be made to investigate possibilities for combining the inspection functions as a means for accomplishing verification of work in place for loan disbursements purposes. If a system could be devised whereby records which already exist for purposes of building inspections could be used as the means of verifying work in place, then it would not be necessary to reinspect the site for reasons of loan disbursements. It is recommended that an investigation by senior

staff into the possibility of combining these efforts be made at the earliest date.

#### 4.0 Construction Technical Assistance

Three major categories of construction technical assistance will be provided by the Harare City Council:

1. Training of Informal Contractors
2. Assistance and Supervision of Plotholders
3. Technical Assistance Provided to Mutual Aided Self-Help Home Builders

4.1 Construction technical assistance staff may also play a role as building inspectors and loan disbursement supervisors.

Small informal contractors are important in the Zimbabwean self-help housing schemes. Little training has been provided to these contractors in construction techniques, business management, accounting, and other subjects. Training could help them to build more effectively and provide a better product to low income beneficiaries. In the Parkridge/Fontainbleau project, a special effort should be made to provide comprehensive training for informal contractors. This training must be well organized because attendance by contractors will be on a voluntary basis and they will not attend "classes" unless they feel that the instruction provided will improve their business or construction skills. Manuals, audio-visual programs and other techniques should be employed to develop effective training programs for informal contractors.

4.2 The majority of the houses in Parkridge Fontainbleau will be constructed by conventional self help techniques. In Zimbabwe this

means a heavy reliance upon informal contractors, however, a greater effort will be made to provide technical assistance to beneficiaries in the Parkridge Fontainbleau project who wish to build or do more of the work on their own homes. This increases the amount and quality of construction technical assistance to be provided by the City Council.

The proposed experimental, cooperative, mutual-aid self-help program will require a different type of technical assistance. With the smaller ratio of beneficiaries to construction technical assistants personnel it is expected that a more intensive technical assistance effort will be provided.

#### 5.0 Beneficiary Training/Community Development

The Department of Community Services of the Harare City Council has a number of community aides who function in all areas under supervision by the Department of Community Affairs. Several community aides are available and could be trained to assist with the objectives of the housing program.

In order for the community development personnel to be effective, a communication unit should be established to help with production of newsletters, comic books, audio-visual productions, and other materials which will improve communications with the beneficiaries.

Given the large number of clients, community development workers should be taught proper techniques for organizing and working with groups of beneficiaries. The large number of plots will require that mass efforts be made to improve the productivity of community development workers.

The mutual aided cooperative experiment will require a more sophisticated approach to organizing beneficiaries. The cooperative aspects of this experiment wherein plottolders exchange labor to assist each other to build calls for organization of beneficiaries along well established cooperative principles. It is recommended that special training be provided by consultants to ensure that this experiment benefits from previous experience with cooperatives in other similar developing countries.

## 6.0

## STAFFING REQUIREMENTS FOR PARKRIDGE/FONTAINBLEAU PROJECT

<u>Staff Position</u>	<u>No. Staff Required</u>
Project Director	1
Deputy Director (understudy)	1
Senior Construction Technical Assistance Manager	1
Deputy Construction Technical Assistance Manager	1
Brigade/Mutual Aided Self-Help Manager	1
Building Inspection Supervisor	1
Plumbing Inspector	1
Electrical Inspector	1
Construction Technical Assistance (regular)	15
Construction Technical Assistance (brigades)	6
Senior Accountant	1
Debt Collection Manager	1
Debt Collection Clerk	1
Posting Clerk	1
Cashiers	5
Community Development Supervisor	1
Community Development Fieldworkers	10
Communication Officers	2
Senior Warehouse Manager	1
Deputy Warehouse Manager	1
Purchasing Clerk	1
"Sales Counter" Clerks	3
Laborers	4
Drivers	4

<u>Staff Positions</u>	<u>No. of Staff Required</u>
Typists/Telephone/Radio Operators	3
Drivers (regular)	2
Cleaners	1
Messengers	1

Notes

- (1) Assumes inspectors and "teaching" role are combined.
- (2) Assumes accounting is automated.
- (3) Assumes that offices are open on weekends.

7.0

## HARARE CITY COUNCIL SELF-HELP HOUSING IMPLEMENTATION PROGRAM

DESCRIPTION	MONTH																							
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Resolve pending policy decisions	x	x																						
Establish new staff positions					x																			
Design warehouse depot/office complex			x	x	x	x																		
Award contracts for warehouse/office complex					x																			
Construct model homes			x	x	x																			
Order equipment and transport					x																			
Recruit staff					x	x																		
Develop staff manuals					x	x																		
Develop beneficiaries training aids					x	x																		
Hire and train staff									x															
Develop private materials sales site									x															
Organize communications unit								x	x															
Short-term consultancy for co-op training								x	x															
Training community development staff								x	x	x														
Training construction technical assistants								x	x	x														
Study to automate accounting																								
Purchase accounting equipment																								
Train accounting staff/set-up accounts																								
Finalize and print model plans and building instructions																								
Order building materials																								
Organize new plotholder orientation programs																								
Allocate plots																								
Train informal contractors																								
Issue loans																								
Sale of building materials																								
Form cooperative mutual aid self-help groups																								
House construction																								
Organize community development meetings/community improvement projects																								
Organize long-term staff training center																								

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# ORGANIZATION CHART PARKRIDGE/FONTAINBLEAU STAFF AT FIELD LEVEL

