

REPORT ON A REGULAR EVALUATION

OF

GABORONE WEST HOUSING AND FACILITIES PROJECT
(633-HG-002)

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PRE FACE

This report describes the findings and recommendations of the first regular evaluation of the Gaborone West Housing and Facilities Project (633-HG-002) and the related provision of technical assistance under Grant Project 633-0238.

The scope of work was prepared by RHUDDO/East and Southern Africa and approved with amendments by Botswana's Ministry of Local Government and Lands. The terms of reference were established to focus on areas where problems were evident or where specific improvements seemed possible for Phase II. The evaluation purposefully did not focus on the overall effectiveness of the project in helping the Government to accelerate and strengthen its system of delivering plots for shelter development by low-income families at a cost and pace sufficient to prevent squatter developments.

The field work was undertaken during the period from 4 March to 15 March 1985. The draft report was prepared in Harare during the week of 18 March 1985.

The substance of the evaluation can be divided into two areas: the physical development of Gaborone West Phase I and the institutional development of the Gaborone SHHA and MLGI's newly established Housing Section. Section I of this report treats the former area and Section II the latter. Recommendations are given in Section III.

GABORONE WEST REGULAR EVALUATION

SCOPE OF WORK

BACKGROUND

The Gaborone West Housing Guaranty Project (633-HG-002) was authorized in September, 1982. The project provides Dollars 15 million of HG funds for development of a sites and services area consisting of about 3,200 plots. In March, 1983, Dollars 7.5 million was borrowed for the first phase of this project. About Dollars 5 million has been disbursed. Nearly all of the 1,700 plots in Phase I are allocated and substantial self-help construction is in progress. Phase II will begin in early 1986.

Accompanying the HG project is a grant component for technical assistance, training, and special studies. There are now three long-term advisors in country. Two work at the National Policy Level at the Ministry of Local Government and Lands. The third is filling the position of Senior Technical Officer at the Gaborone Self-Help Housing Agency. The grant component of this project is being jointly funded by AID/Botswana and Pre/H.

OBJECTIVE

To evaluate the effectiveness to date of the Gaborone West Housing and Facilities Project, and recommend any changes for Phase II.

STATEMENT OF WORK

In evaluating this project, the consultant shall consider the following:

1. Gaborone West Construction

A. Provision of community facilities. Was this well coordinated with plot development, and where not, what was the effect?

B. Effectiveness of Building Material Loan Program and consideration of whether current system is most appropriate?

C. The equity and efficiency of the plot allocation system and the extent to which existing regulations were followed.

2. Technical Assistance to the Gaborone SHHA and the Ministry of Local Government and Lands

A. Effect of the SHHA advisor in improving technical capacity of SHHA, and on improving house consolidation and strengthening regulatory procedures.

B. Technical Assistance at the National Level, specifically the effectiveness to date in:

1. Developing a Housing Policy Implementation Plan.
2. Reducing housing subsidies, especially to non-low-income families.
3. Developing a middle-income housing strategy.
4. Increasing the availability of housing finance.

REPORTS

The consultant shall submit a draft report within two weeks after completion of field work. The draft report shall be

submitted to AID/Botswana and RHUDO/East and Southern Africa. The final report will be prepared following receipt of comments on the draft.

RELATIONSHIP AND RESPONSIBILITIES

The consultant shall receive day-to-day direction, as necessary, in the field work from AID/Botswana. Technical direction will be from AID/Botswana and RHUDO/East and Southern Africa.

TERM OF PERFORMANCE

The field work shall be carried out in March, 1985. The final report shall be completed by the end of April, 1985.

I. GABORONE WEST PHYSICAL DEVELOPMENT

A. Provision of Community Facilities

The town plan for Gaborone West Phase I makes provision for several types of community and commercial facilities. See Figure 1. Those facilities that are funded (in whole or in part) by the present HG loan are listed in Table 1. A characteristic of all facilities provided to date is the overall delay in their construction vis a vis plot allocations. This delay has been caused in part by an officially declared water shortage from April 1983 to March 1984. As a result the Water Utilities Corporation (WUC) banned all new connections to the water supply system. MLGL decided to delay construction of the facilities to avoid the political fallout which might occur if completed buildings were allowed to remain unused. RHUDO concurred with this decision in a letter dated January, 1984. Details of each of the funded facilities are given below. Figure 2 illustrates the actual construction programme related to that for infrastructural services.

a. Primary Schools

As of March 1985 two of the four primary schools were under construction by contractor and were 50% complete. Each school consists of 14 classrooms (expandable to 21), home economic block, kitchen, toilets and administrative accommodation at a budgeted cost of P345,517. All buildings are constructed of 250mm concrete block or brick plastered and painted both sides under IBR roofing with ceilings. Construction began in November 1984 and is expected to be complete by June 1985. The delay in initiating the construction of these schools after the lifting of water restrictions in April 1984 is attributed to a staff shortage in the Town Engineer's office. The schools will be operational in time for the beginning of the third term



○ Under construction
○ Not yet under construction

Figure 1.
GABORONE WEST DEVELOPMENT
phase 1
scale 1: 0000 FEB 1985
PLAN No. 4/10.439/1
Dept. of Town and Regional Plans
private bag 002 Gaborone

of the 1985 school year in September. The first group of pupils to be enrolled in these schools will include those displaced from another primary school which was converted into a secondary school in Tsholofelo. GTC has provided all necessary funds in 1985/86 to operate the schools with effect from 1 September 1985. MOE has been alerted to the need to provide teachers and recruitment of same does not pose problems.

The remaining two primary schools on the western side of Phase I are scheduled for construction in 1985/86 and one planned to be opened in time for the new school year in January 1986.

b. Municipal Office Complex

The Gaborone West Phase I Ward Office is located to the west of and adjacent to the local commercial centre of the scheme. It is in fact more than just a ward office and is designed to serve at least Phase I and II. In addition to housing the Ward Officer and his team it also provides accommodation for by-law enforcement offices, public department and revenue offices. The material depot, at 280 m², is several times larger than those of older SHHA areas. It does not have a truck "drive-through" space which was a feature of inefficiency in the earlier depots. See Figure 3. The budgeted cost of the complex is P168,670 and construction, which was begun in November 1984, was 60% complete in March 1985. The estimated completion date is May 1985.

In the meantime, two caravans have been placed on the site to accommodate the 6 technical and 2 community staff currently working with the 1400 allottees. BML's are being issued from the depot at Old Naledi.

Table 1

Gaborone West Phase I

Community and Commercial Facilities: Progress Information

28 February 1985

Description	Estimated Total Cost*	Contractor's Name	Contract Sum	Contract exp to date	Current est comp date	Remarks (% phys. comp)
	P		P	P		
Primary School No. 1	345,517	A.F. Design & Constr.	238,283*	123,831	June 1985	50%
Primary School No. 2	345,517	Tower Civil	213,000*	140,059	June 1985	60%
Primary School No. 3	345,517	-	-	-	-	start mid 1985 for completion Jan. 1986
Primary School No. 4	345,517	-	-	-	-	start mid 1985 for completion Jan. 1986
Clinic	98,440	Ikageng Const.	51,000	32,005	May 1985	60%
Ward Office/depot/misc.	168,670	Thuso Constr.	123,715	71,828	May 1985	60%
Public Market No. 1 (inc. toilets)	44,850	-	-	-	-	86-87 FY
Public Market No. 2 (inc. toilets)	44,850	-	-	-	-	86-87 FY
Public Market No. 3 (inc. toilets)	44,850	-	-	-	-	86-87 FY
Public Market No. 4 (inc. toilets)	44,850	-	-	-	-	86-87 FY
Public Toilets (local centre)	13,800	-	-	-	-	86-87 FY

* excludes fencing, home economic block,

Table 2

Gaborone West Phase I

Project Implement Programme: Physical Progress

March 1985

Project Component	ETC (P000's)	1982/83	1983/84	1984/85	1985/86	1986/87
Infrastructure						
Main	2,100	-----	-----	-----		
PEC II's	750		-----	-----		
Water (tertiary)	350	-----	-----	-----		
Water (bulk)	756		-----	-----		
Power	147		-----	-----		
Street lighting	111			-----		
				← Allocations begin here		
Buildings						
Primary School 1	345			-----		
Primary School 2	345			-----		
Clinic	182			-----		
Office complex	169			-----		
Markets (4)	180			no programme		
Public Toilets	14			no programme		
Vehicles						
Various	304	-----	-----	-----	-----	-----
RML's	1,460			-----	-----	-----
Total	7,213					

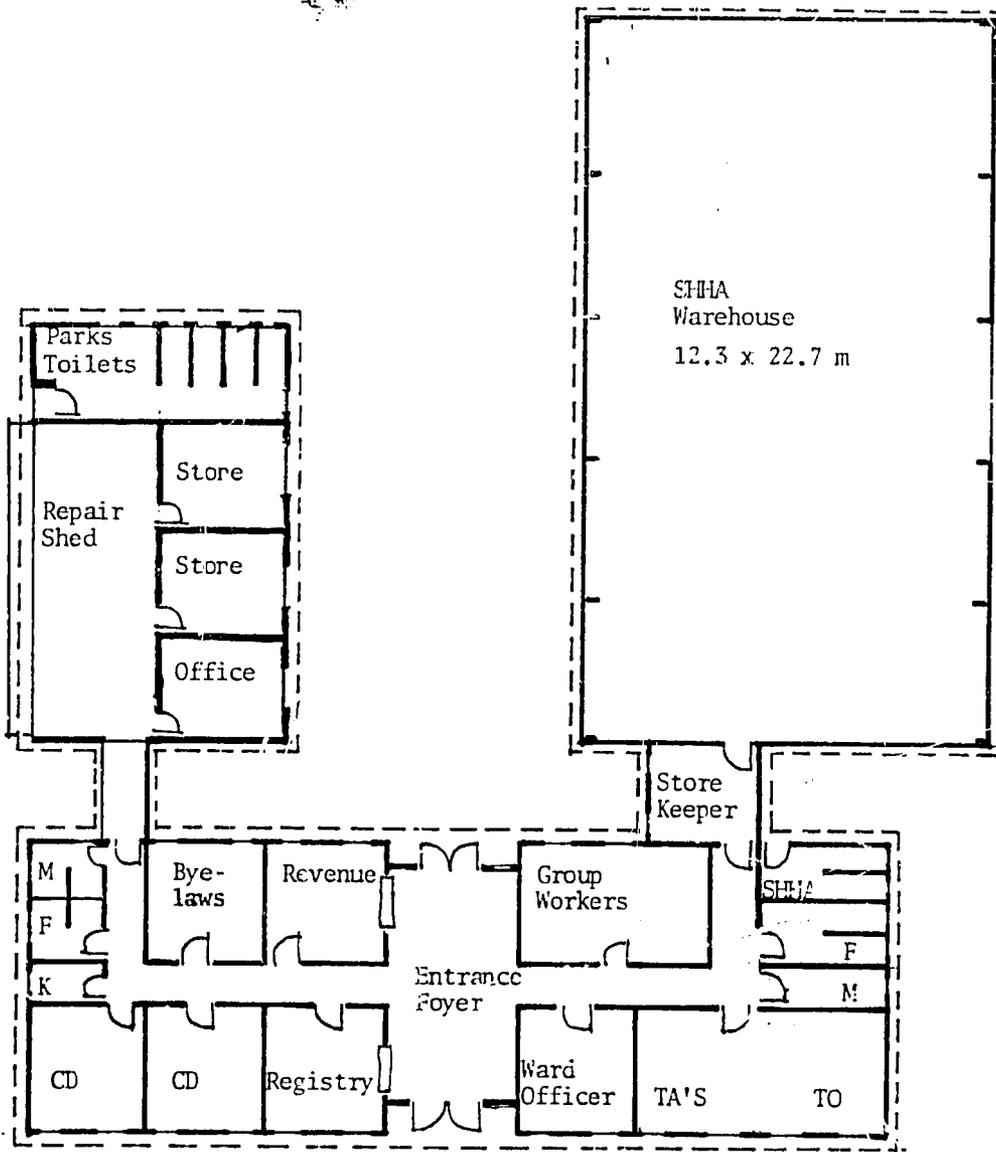


Figure 2. Plan of Gaborone West Ward Offices (1:200)

This facility is clearly going to be one year late. Its tardiness has made it difficult for the Ward Officer to supervise his area team, especially TA's and SNU's with commensurate lowering of levels of service to beneficiaries.

c. Health Clinic

This dual function facility is located to the south of and adjacent to the local centre. In March 1985 only half of the complex was under construction in the primary health care unit. This unit, budgeted at P51,000 was begun in November 1984 and is expected to be complete by May 1985. The second half of the complex, the maternity wing costing P83,000 and not yet under construction, is scheduled to be operational in October 1985. The design of this wing is still in progress by the Town Architect. GTC has made financial provision for the operation of this clinic in 1985/86. The Town Clerk foresees difficulties in recruiting nurses because of their scarcity. There are already completed health facilities in Gaborone which are not being used owing to lack of staff.

d. Commercial Facilities

i. Local Centre

The major retail and other shopping facilities are to be located in the local centre, a rectangular area of approximately 7 hectares in the centre of Phase I. The area has been serviced with roads, storm drains and tarred parking area. DTRP and DSL now think the planning concept was somewhat ambitious in view of the fact that (1) the average capital cost of servicing the "rentable" commercial land is approximately P55 per square metre compared with P20 in other areas of Gaborone; and (b) the town's main Mall is scarcely larger than Gaborone Wests Phase I local centre. Two moves are being taken to make

the centre more economically viable. Firstly, about one hectare of land at each end of the local centre will be devoted to high density residential development instead of commercial. Secondly GTC will be approached about recovering a large percentage of the land servicing costs (particularly for public car parks) through general rates, thus facilitating the sale of commercial plots at a fixed price of about P25 per square metre. This cost recovery proposal is similar to that used in earlier projects whereby public car parks were provided after shops were developed and at no cost to the shop owners. Resolution of this issue will delay the sale of commercial plots and the development of public toilets until at least 1986/87.

ii. Local Markets

The town plan caters for four local markets, one located in each quadrant of Phase I. The Project Paper indicated these markets were to consist of open stalls. MLGL has decided however to upgrade these facilities to the standard of closed stalls with provision for sanitation and ventilation. Moreover two of the four centres will also cater for modest shops of the type that cannot be economically viable in the local centre. No funds for these facilities will be made available before 1986/87.

There is evidence that informal kiosks have sprung up in the residential areas to cater for the demand for modest shopping opportunities in Gaborone West I.

iii. Petrol Station

DSL will soon invite tenders for the sale of a plot designated for the development of a petrol station in the eastern central part of the scheme.

e. Small scale enterprise workshops

GTC is proceeding with identification of sites within Phase I for the construction of workshop shells within which small entrepreneurs can establish their production facilities.

B. Residential Plot Allocation System

Allocations of SHHA residential plots in Gaborone West Phase I began in April 1984 after MUC lifted the ban on new water connections. By 28 February 1985, 1398 beneficiaries had been selected. This represents 80.5% of the total of 1735 SHHA plots. The formal basis for implementing the plot allocation procedures is described in the SHHA Procedures Manual. Briefly summarized, they are as follows: A prospective applicant completes an application form with the assistance of a Group Worker at the local Ward Office. The GW attempts to verify the eligibility of the applicant according to the criteria and methods given in Table 4 after which the application and supporting documents are forwarded to SHHA Headquarters for review by the Senior Community Development Officer. If there are no outstanding queries and the applicant appears to qualify the application is filed chronologically by date of application until such time as all earlier applications are dealt with. If the application in question reaches the top of the list any time after 6 months from the date of completion, a new Verification of Employment (or Self Employment) is undertaken to ensure that the applicant is still within the acceptable range. If this is so, the applicant's name is placed on a list to be submitted to the monthly SHHA Management Committee Meeting. This Committee is composed of Town Councillors and is advised by SHHA senior officers. Once the list is approved, the applicant is deemed to have passed the selection test and the list is forwarded to the Ward Office. The actual allocation of a plot does not occur until the successful applicant signs the Certificate of Rights

(COR) at the Ward Office. As there is often a delay between selection and allocation, the number of selected beneficiaries usually exceeds the number of allocations at any given time. As of 28 February 1985, 1115 of 1398 selected households had actually signed COR's, i.e. a lag of 173 beneficiaries or 12% of the total.

In Gaborone West Phase I allocations proceeded for approximately four months before USAID realized that no reverification of employment was being done on applications older than 6 months. In point of fact all 1700 applications at the "top" of the list were older than 6 years and were all therefore subject to this double check. When this was pointed out to SHHA, corrective action was taken on all subsequent applications. This has contributed to a marginal slow down in the rate of selections as can be seen in Figure 3 which is a graphic representation of the data in Table 3.

The verification process appears to be somewhat of a formality and leaves something to be desired. Of the five criteria used to select beneficiaries those concerning citizenship, age and residency in Gaborone appear to go virtually unverified. None of the applications prepared for the SHHA Management Meeting for March 1985 contained any documentary evidence confirming the acceptability of the applicants on these three grounds. Moreover the evidence accepted by SHHA as to the ownership of a plot is generated by the applicant himself using two prepared forms, viz., the Affidavit and the VOE which are required to be signed by a third party, i.e. commissioner of oaths, police officer, employer. Income verification appears only to be directed to that of the head of household and not all household members. There are now approximately 6000 households on the GTC waiting list. Those being presently screened applied in 1978. This suggests that there are a large number of applicants whose applications may be out of date, if not completely dead.

Table 3

Gaborone West Phase I

Selections, Building Permits and Loans: Progress

Month	Beneficiaries Selected		Building Permits Issued		Building Material Loans Authorised			
	No.	Cumul	No.	Cumul	No.	Cumul	Value (P)	Cum Val
April 1984	120	120	-	-	-	-	-	-
May	183	303	-	-	-	-	-	-
June	201	504	15	15	5	5	4000	4000
July	166	670	24	39	2	7	1600	5600
August	205	875	53	92	7	14	5500	11100
September	-	875	49	141	17	31	12300	23400
October	206	1081	66	207	26	57	22000	45400
November	73	1154	58	265	37	94	35850	81250
December	nil	1154	52	317	51	145	48800	130050
Jan 1985	134	1288*	54	371	26	171	27400	157450
Feb	110	1398	n/a	n/a	n/a	n/a	n/a	n/a

Notes: n/a - not available

* COR's signed actually 1115, i.e. lag of 173

Table 4

Gaborone West Phase I

Plot Allocation Verification Methods

Eligibility Criteria	Documentary Evidence Used	Remarks
1. Citizen of Botswana	Passport	Only 30% of appli- cants have passports
2. Age over 18	Birth Certi- ficate	Only 30% have them
3. Resident of town for at least 6 months	None	Not actually done
4. Does not own other plot in any town	Affidavit	Supplied by applicant who has sworn before police officer or commissioner of oaths.
5. Income between P400 and P2500 pa	VOE	Supplied by applicant who seeks employer's certification; only head of household being verified; no payslips produced.

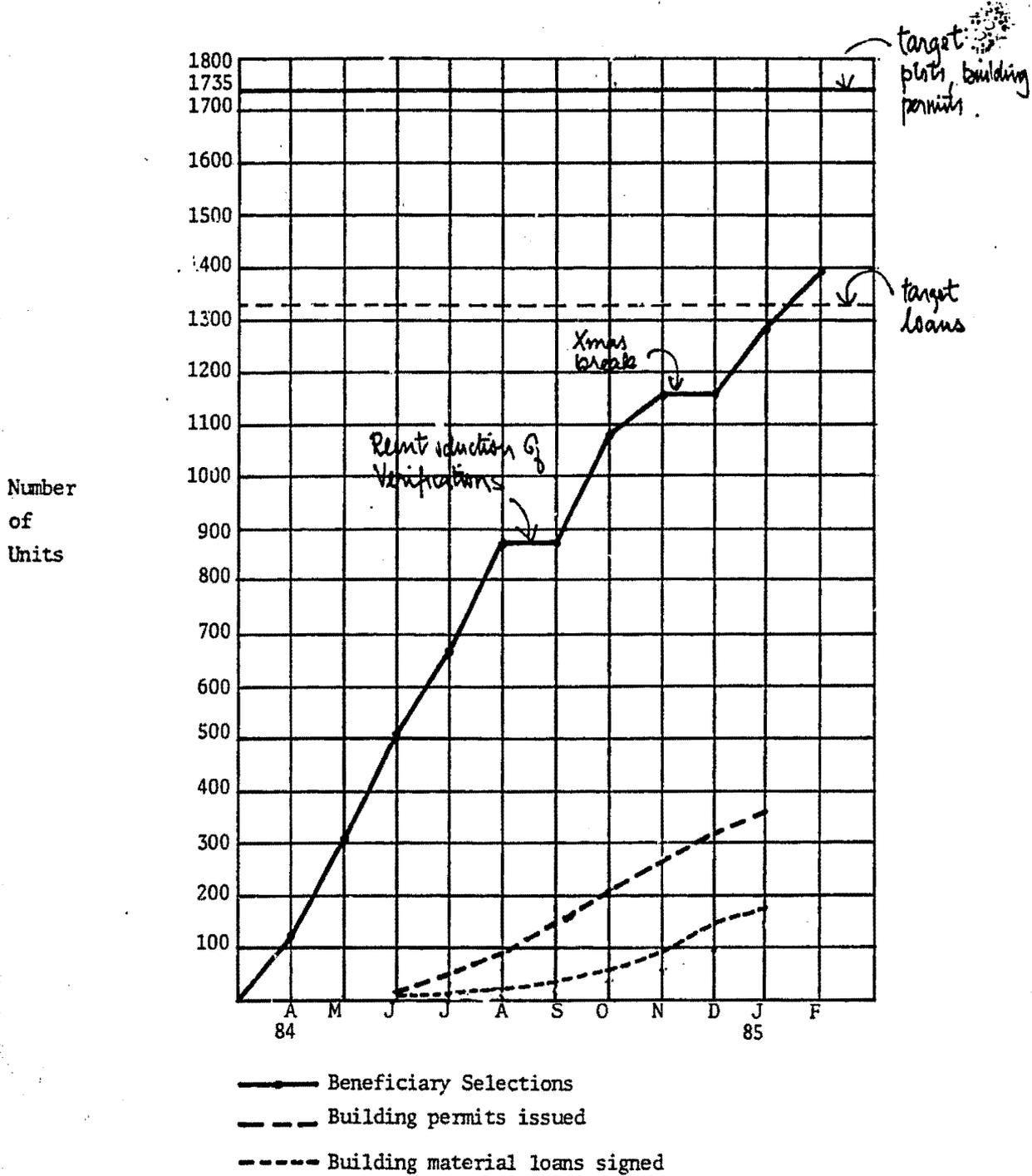
C. House Design and Construction Assistance

At present there is little evidence that officials at the Ward Office level are aware of established policies and procedures for providing beneficiaries with technical assistance in matters of house design and construction. As at 31 January 1985, only 371 out of 1115 allottees (or 33%) had been issued with a building permit. A far greater but undetermined number of plot holders had been issued with a temporary building permit which allows construction of a temporary shelter under particular conditions. This latter type of permit is apparently issued as a formality by the Group Workers in the Ward-level Community Development Section without reference to the Technical Officer, as called for in the Procedures Manual.

The system for developing house plans for beneficiaries has evolved over the last five years. In the late 1970s the approach was a participatory one of counselling individual plot holders using movable scale models and simple line drawings to develop "one-off" house plans. This proved to be very slow and consumed a lot of Technical Staff time. In many cases the final plan for the core house was the standard two room unit with two external doors and mono-pitch roof. A set of standard house plans was then evolved which depicted alternative ways of building a minimum one-, two-, or three-room core house. More recently the SHHA STO and his counterpart have developed a set of fully-developed home plans showing completed houses of six or seven rooms.

The costing of the individual house plans of the late 1970s was done using rules of thumb and with the aid of "ready reckoners". The object of the exercise was to develop a core house plan that was affordable by the individual plot holder. It also created an awareness on the part of the beneficiary of

Figure 3. Gaborone West Phase I
Beneficiary Selections Building Permits and Building
Material Loans versus Time



the order of magnitude of the costs involved in house construction. Current house designs are not fully costed and then only make reference to "square meter" costs based on a rate of P41 per square meter. The items omitted in the costing exercise include facia, plaster "semi-wash" and trim paint. Table 5 illustrates the current costs of materials for a two room core house as compared with costs as shown in Annex 13 of the Project Paper. The current square meter cost of P58.71 compares very favourably with P52.69 of September 1982. This low rate of price inflation, less than 0.5 percent per month, is attributed mainly to the devaluation of the SA rand with respect to the Pula. Most of Botswana's building materials are imported from South Africa. The present maximum BML of P1200 is adequate to permit acquisition of materials for a two-room core and toilet superstructure.

At present there are 5 TA's and 1 TO assigned to Gaborone West Phase I. This represents a ratio of 1 technical officer for every 62 permanent dwellings authorized to be built, i.e. 6 people for 371 building permits issued. This is a very good ratio (better than the 1 to 100 normally desired by SHHA). Despite this abundance of manpower regular inspection of homes under construction is lacking. The STO is re-introducing a standard inspection form with a view to improving the quality of building in Gaborone West Phase I.

There is a continuing problem with establishing the appropriate working hours for TA's. Traditionally they worked all day Saturday and took Monday off in lieu. For several months now some TA's work Saturday mornings (if at all) and still take Mondays off. The issue is one of interpreting ULGS regulations and a call for the provision for overtime pay which emergency personnel receive for weekend work. The Town Council has not formally approached ULGS on the matter.

Table 5

Costing of 18m² Two-room Core House (Materials Only)

Component	Quantity	Sep. 1982 Prices		Mar. 1985 Prices		Percent Change
		Rate 1982	Cost	Rate 1985	Cost	
Foundations						
Stones	1.50 m ³	12.94	19.41	26.00	39.00	
Sand	1.12 m ³	7.14	8.00	6.50	7.28	
Cement	8 pockets	3.40	27.20	4.30	34.40	
D.P.C.	1 roll	5.52	5.52	2.88	2.88	
Brick Force	1 roll	1.42	1.42	1.38	1.38	+38.0%
Floor						
Stones	1.50 m ³	12.94	19.41	26.00	39.00	
Sand	1.12 m ³	7.14	8.00	6.50	7.28	
Cement	8 pockets	3.40	27.20	4.30	17.20	+16.2%
Walls						
Lintels	4	1.80	7.20	2.20	8.80	
Blocks	650	0.42	275.30	0.45	292.50	
Sand	3.5	1.31	4.57	6.50	22.75	
Cement	12 pockets	3.40	40.80	4.30	51.60	
Windows C/H	2	22.00	44.00	25.09	50.18	
Windows C/H	2	12.30	24.60	14.21	28.41	
Door Frames	2	13.00	26.00	14.00	21.00	
External Doors	2	25.00	50.00	17.25	34.50	
Door Locks	2	4.26	8.52	8.95	17.90	
Glasses	18	1.44	25.92	25.00	25.00	
Putty	4 kg	0.42	1.68	2.00	2.00	
Air Bricks Int.	4	0.22	0.88	0.25	1.00	
Air Bricks Int.	4	0.57	2.28	0.72	2.88	
Brick Force	4 rolls	1.48	5.92	1.38	5.52	+10.3%
Roof						
Sheets	12	11.07	132.84	11.10	133.20	
Rafters	4	3.70	22.24	11.75	47.00	
Roof Screws	2 boxes	5.50	11.00	6.45	12.90	
Roof ties	12	0.06	0.72	0.12	1.50	+16.6%
Finishes						
Semi-wash	2 pockets	10.00	20.00	12.00	24.00	
Fascia boards	8 @ 3 m	4.63	37.04	5.67	45.36	
Paint (walls)	15 litres	2.60	39.00	1.04	15.63	
Paint (Trim Primer)	10 litres	2.41	24.14	3.30	33.00	
Paint (Trim)	10 litres	2.60	26.00	2.27	22.70	
Screws	2 kg	0.84	1.68	1.00	2.00	- 2.9%
TOTAL			948.49		1056.83	+11.4%

The STO has advocated amendments to the Building Control (Grade II Dwellings) Regulations 1981 to make them more enforceable by undertrained TA's. His recommendations focus on reducing the ambiguity of the language and call for more prescriptive standards, i.e. all exterior walls to be 150 mm. Care should be taken to ensure that such amendments do not result in regulations which are onerous to the plot holder. The current regulations are, by many countries' standards, rather enlightened ones.

The STO has also recommended amendments to the Development Control Code, 1978 with a view to improving access to the toilet, protecting survey beacons and creating penalties for infringement of the Code.

D. Building Material Loan Programme

The Gaborone SHHA offers building material loans in kind to plot allottees whose income does not exceed P2500 pa at the time of application for the loan. The maximum value of materials advanced is P1200, increased from P800 in September 1984. SHHA also permits allottees in a given project area to buy materials for cash for use in constructing their core house. If a plot holder applies for a loan more than four months after his income was verified for allocation purposes, his income must be reverified. Granting of BML's is authorised by the SHHA Management Board upon recommendation of the STO through PHO. As of February 1985, 171 building material loans had been signed up out of 1115 allottees, i.e. 15.3%. SHHA is assuming that 77% of all plot holders will become borrowers of an average of P1100 for a total capital requirement of P1,460,000.

During my Saturday morning visit to the Old Naledi Ward Office, the following observations were made:

- (a) issue of unusually large orders (i.e. more than one would expect for core house);
- (b) no reference to plot holders file by issuing officer;
- (c) cement out of stock but ledger card not reflecting this (but reflecting level below re-order level and no cement on order);
- (d) TA's arriving late for work (after 9.00 a.m.).

The basic BML system as defined in the SHHA Manual continues to be an adequate approach to providing credit to low-income plot developers. This is because the range of materials is relatively small (67 items) and prices have been stable. The accounting system is somewhat dated and consideration should be given to systematically converting the Audit-4 systems to a more modern microcomputer. Standard accounting software is available for this purpose.

It has been asserted that the supply of building materials by the private sector in Gaborone has become more competitive in recent years. It is therefore appropriate that MLGL has been giving some thought to introducing a "voucher" system of BML's whereby an approved borrower takes his materials invoice issued by the SHHA to a merchant (selected on a competitive basis) to have his order filled. An alternative approach would be to have GTC select a material supplier to operate the warehouse complex in Gaborone West on a contract-basis. Both of these methods however raise the issue of how to control prices while allowing the supplier to earn a reasonable financial return. In the latter method, it is unlikely that the supplier would only want to serve approved borrowers.

II. TECHNICAL ASSISTANCE AND MANPOWER TRAINING

A. Gaborone Town Council (SHHA)

The present performance level of the Gaborone SHHA leaves much to be desired. It is this evaluator's opinion that the SHHA is not operating as well as it was in 1981 when he assisted with the evaluation of the CIDA-funded project in Naledi. See Evaluation of Naledi Upgrading Project by John Brown P. Eng., September 1983.

The low level of performance in virtually all spheres of activity can be attributed to a number of interrelated factors. Firstly there is some confusion about the role of SHHA as a regulatory agency as opposed to that of a development agency. The regulatory role seems to be gaining the upper hand as SHHA development areas mature and take on the character of permanent urban settlements. This confusion of roles is being exacerbated by growing criticism by newly elected and (largely opposition party) councillors that SHHA creates "second-class" housing areas. There is reluctance by other GTC departments to "take over" SHHA areas for purposes of building control, repair of toilet substructures and management of debt servicing once core houses have been developed. Thirdly and partly as a result of the above, it must be said that leadership in the SHHA is weak. This is evidenced by the atrophication of the procedures being (or not being) followed in the HO and the field. Verification of plot applications is very shaky. Technical assistance to beneficiaries is little in evidence. It would appear that staff morale is low and there is little incentive, either moral or material, to apply themselves at work.

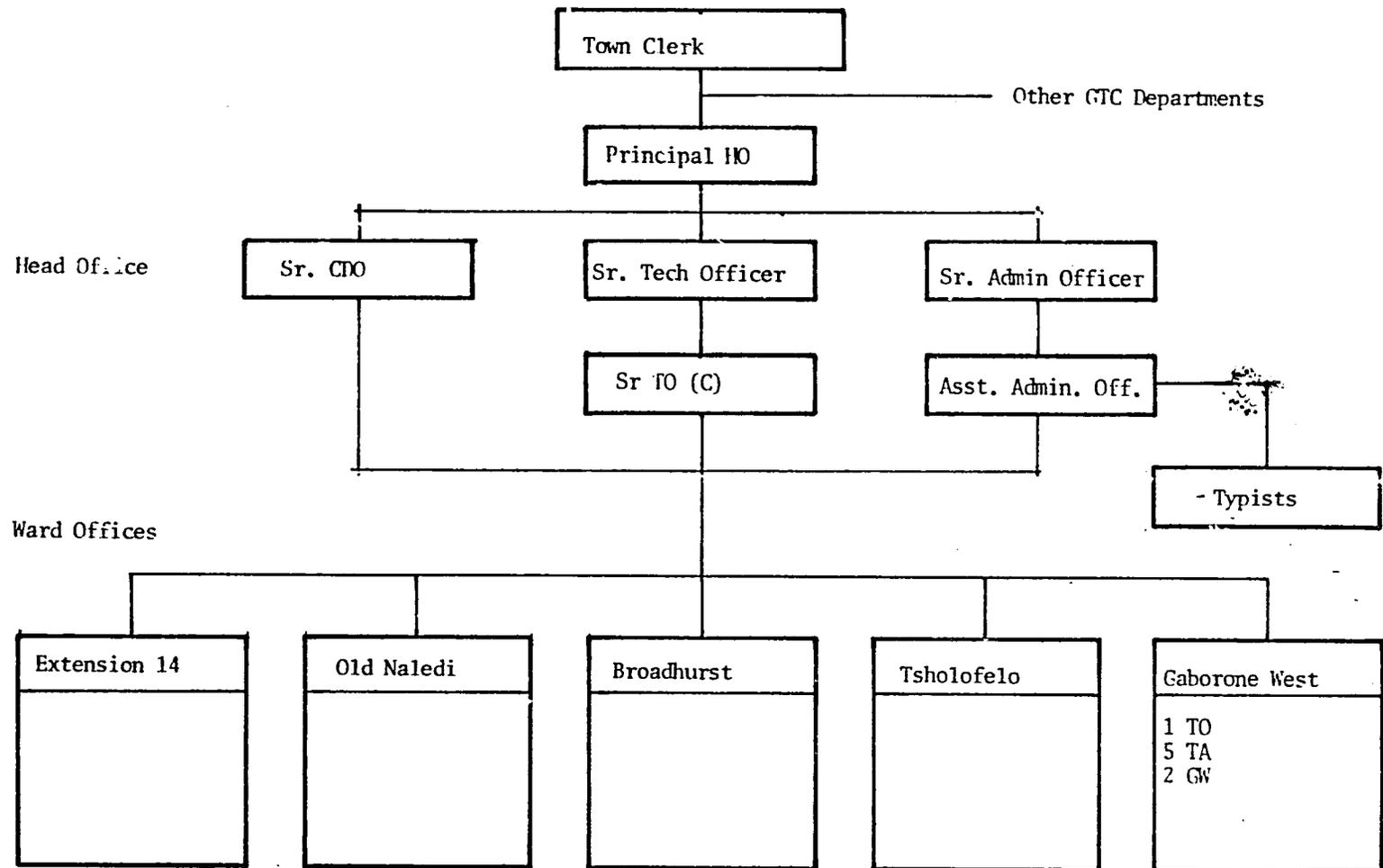
It was into this confused and somewhat despondent situation that the USAID-funded STO Mr. David Knepper entered

in February 1984 as an operational expert (OPEX). His role as a leader of the Technical Section in a line position has been hampered by the refusal by workers to acknowledge his authority as Section Head. He has not received the support of his superior, the Principal Housing Officer; on issues such as attendance on Saturdays. These difficulties partly account for why his attempts to improve SHHA performance and quality of housing have relied on technical solutions to problems which may be more profitably treated as ones of social or political relations. More specifically, the lack of effective community development and technical assistance programmes has tended to encourage the STO to seek to rely on conventional legislative means of regulating development and on contractor-provided solutions to perceived technical problems. Fencing of corner posts is a good example of this.

A minor issue identified with respect to the STO is a discrepancy between AID's and GOB/GTC's understanding of his role in the SHHA. Whereas SHHA correctly sees the STO as responsible for all technical aspects of all SHHA areas in Gaborone, the job description used by USAID focuses specifically on Gaborone West I. This discrepancy could cause misunderstanding in the future and is thus worthy of clarification. The STO's job description must necessarily pertain to the larger issue of all SHHA areas, not just Gaborone West I. It is suggested that the job description, once agreed be used as a basis for structuring the content of the STO's quarterly reports.

One characteristic of the SHHA's operations to date has been a tendency to work in isolation from the rest of the GTC and even MLGL. This is especially true of the Technical Section where liaison with the GTC Town Architect and MLGL Council Architect could be profitable on questions of house design.

Figure 4. Organization of GTC SHHA



A particularly bright spot in the STO's situation is his counterpart, Mr. Mokope, who has experience as a TO in Selebi-Phikwe. Mr. Mokope has a good grasp of the systems needed to run the technical side of a SHHA. With additional management experience he should be capable of taking over as STO in due course, on the assumption that a more effective technical assistance programme is put in place by that time. The STO(C)'s current effectiveness at work would be improved if he were permitted to drive Council vehicles.

MLGL is aware of the difficulties of the SHHA's in general and Gaborone in particular, and is endeavouring to take corrective action through the ULGS among others. The draft chapter on housing for the sixth National Development Plan refers to the need for additional staff training, especially in the area of provision of assistance to self-builders and indicates GOB's commitment to achieving this end. A key source of assistance will continue to be the Low Cost Housing Officer (or his designated successor, Housing Officer III) based at MLGL. This matter is discussed in the next section.

B. MLGL Housing Section

a. Establishment of the Housing Section

The Housing Section was established in 1983 as a unit within the former division of Urban Affairs, now called the Urban and Housing Division. The unit was originally conceived as having three housing officials of equal rank and mutually supportive roles and responsibilities. It was seen as the nucleus of "a strong central Government housing unit to co-ordinate semi-independent departments"^{1/} in the housing

^{1/} GOB, National Housing Policy Paper No. 2 of 1981, p2.

sector. The three posts, designated Low Cost Housing Officer, Housing Officer I and Housing Officer II, were to deal with low-income housing, policy development, and programme development respectively. Since then the concept has evolved and proposals are being made to insert a Chief Housing Officer above the three HO's as Section Head. Figure 5 depicts the organization of the Urban and Housing Division as it currently functions, whereby the LCHO is "first among equals" in the Housing Section.

The post of LCHO has been occupied by Mr. Ron Campbell, an expatriate provided by the Co-operative Housing Foundation through World Bank funding. He is scheduled to leave Botswana at the end of March 1985 and the post will be localized by a Batswana, Mr. Charles Ntwaagae who will return from study leave in June 1985.

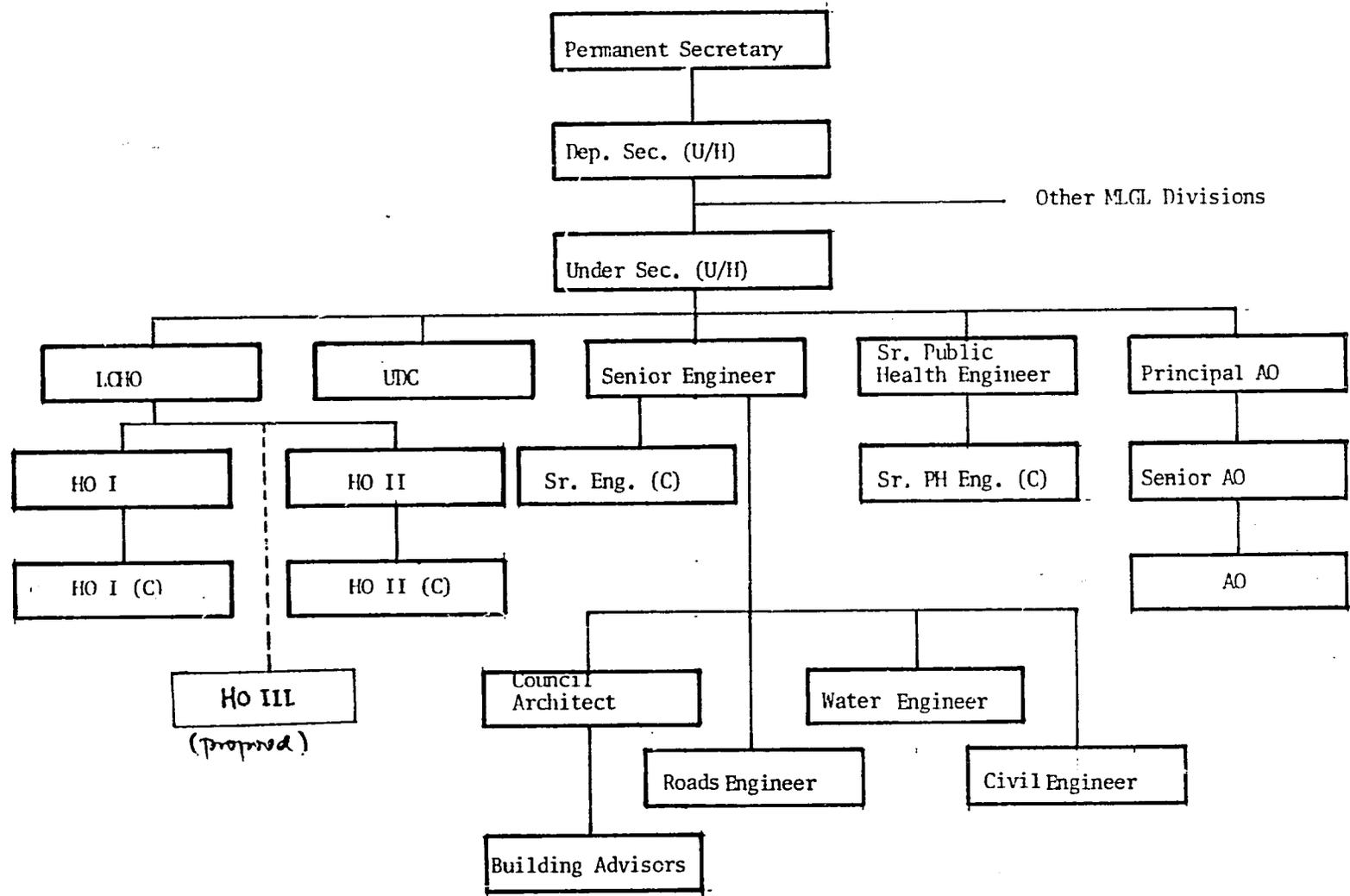
The posts of HO I and HO II are currently filled by two expatriates, Mr. Robert Hackman and Mr. G. Mal Horner, who are serving as Operational Experts (OPEX) in line positions funded by USAID. HO I and HO II took up their posts in August 1984 and February 1984 respectively.

b. Long-term assistance

In distinct contrast to the complex situation facing the newly arrived STO at the Gaborone SHHA, the two Housing Officers encountered the vacuum that precedes the establishment of a new organizational entity which is required to fit into an established situation.

A number of factors contributed to the difficulties which the HO's faced in trying to come to grips with their tasks:

Figure 5. Organization of MLGL Urban and Housing Division



- a) a lack of office space suitably located near the offices of the rest of the Ministry;
- b) little or no access to telephones for business purposes;
- c) little or no administrative support services such as typing, photocopying, transport;
- d) incomplete contractual procedures between MLGL and the Academy for Educational Development, their sponsoring agency;
- e) apparent lack of communication with the Head of the Division and her superior.

It is gratifying to report that four of the five above listed constraints were eliminated within the first year of the arrival of HO II:

- a) In December 1984 all three housing officers and the (then) two counterparts moved into prime office space on the ground floor of Development House, the home of the rest of the Ministry. (HO II had occupied no fewer than 5 different offices in the preceding 10 months.)
- b) In February 1985 telephones were installed in the Section's new offices.
- c) In January 1985 a typist was assigned to the Section owing to its distance from the MLGL typing pool. In March 1985 the section took delivery of their own microcomputer and software for word processing, data base management, graphics and spreadsheet calculations.

d) Letters of appointment by MLGL were delivered to AED thus completing all contract formalities.

As to the apparent lack of communication with superior officers, it is my belief that this is largely a symptom of a problem and not the problem itself. The initial difficulty encountered by the HO's in orienting themselves to their work tasks stemmed, I believe, from a lack of understanding of the detailed functions of the Housing Section. This is a lack of understanding that still exists and is even shared by other MLGL officials, both within and without the Urban and Housing Division. There remains a need to define the functions of the Section vis a vis its sister units within MLGL, with the housing parastatals BHC and BBS, and, indeed with MFPD. It is as if a step was missed out in the process of institutional design. In April 1982 the Housing Policy called for the creation of a central housing unit. The immediate MLGL response was the drafting of detailed job descriptions in August of the same year. An analysis of the roles and responsibilities of the Section was overlooked. It is little wonder that in February 1984 with the arrival of HO II the job descriptions no longer seemed to fit. It is not surprising that top management has not yet reached out to the HO's because, in truth, their functions were not clearly understood. In this context it is easier to understand why the Deputy Secretary and Under Secretary would seek out the LCHO on housing matters. It is not surprising that the LCHO might have emerged as "first among equals" in the eyes of the Deputy Secretary. One can appreciate the level of frustration endured by both the HO's and their counterparts.

In the last three months a great deal of work has gone into writing the housing chapter for the NDP VI, drafting the outline of a Housing Implementation Plan, identifying items of responsibility for Housing Section staff, and revising job

descriptions accordingly. All of these pieces of the national housing policy apparatus are internally consistent and hang together very well. In the course of this work the functions of the unit have been clarified and concise areas of involvement have been identified as the province of each of the HO's.

One of the staff changes made as part of this process was the releasing of HO II's counterpart, Ms. Tlale, who has now taken up a position as AO under the SAO, Urban in the Division. Ms. Sylvia Muzila, formerly HO I counterpart, has now become the understudy for HO II. Ms. Muzila has a degree in urban administration from the USA, and while lacking the technical background of Mr. Horner, should handle most of the HO II tasks. Qualifications for HO I's counterpart have been drafted and action is needed to fill the post.

There are good grounds for optimism that the HO's will get a firm handle on their tasks during the remainder of their tenure. As to the major items of work themselves, the following comments are made.

The development of the Housing Implementation Plan is proving to be a more complicated task than at first envisaged. It is seen as a rolling 5-year plan with a substantial amount of qualitative content and not just production targets. It is seen as a continuously evolving document by the HO II.

The question of housing subsidies is being handled by HO I. He is involved in proposals to increase BHC rents over a four year period but economic rent levels are a long way from being achieved. A short-term study of local authority rents is in the pipeline and this should provide the basic data needed to examine subsidies in this sub-sector of rental housing.

HO II is working on approaches to develop more effective middle-income housing programmes. The avenues being explored include extending SHHA's role up the income scale, increasing the availability of low cost serviced plots, encouraging BHC to build core housing, and the introduction of housing co-operatives. A short-term study on the last option is in the pipeline.

The issue of increasing the availability of housing finance is being looked at by HO I in terms of incremental approaches to existing methods used by BBS. An initial proposal to introduce totally new and foreign concepts such as mortgage "warehousing" was perhaps an idea ahead of its time.

An area of prime concern which is not getting the attention it deserves is that of continued assistance to the SHHA's, the traditional role of the LCHO. The incumbent LCHO has been transforming his job into that of a Chief Housing Officer. To meet the on-going needs of the SHHA he has proposed the conversion of the "post" for SHHA Advisor into HO III with the duties of the LCHO. This post does not officially exist at present. While the need for a Head of Section is justified on the grounds of co-ordination and administrative efficiency it should not take away from the overwhelming need to support Botswana's weakening but all-important delivery system for low-income housing.

c. Short-term technical assistance

Funds amounting to US\$130,000 are available for this assistance in Grant 633-0238. Table 6 lists the short-term technical assistance received by MLGL under the terms of the Grant.

All inputs received to date except two have focused on nation-level issues related to identifying housing needs,

preparing housing plans and programmes both urban and rural and managing local authority debt. The evaluation of the Gaborone West Phase II town plan and a training needs assessment of Gaborone's SHHA have been of direct benefit to the on-going HG project. Assignments in the pipeline are said to include a national-level review of low-income house designs, the compilation of an inventory of local authority housing and associated rent subsidies, and assistance in the orientation of the Botswana LCHO/CHO in June 1985. MLGL is reportedly looking into the utilization of the remaining resources in this category over the balance of the Grant period.

d. Training

Of the US\$60,000 earmarked for training within the Grant approximately half has been committed. Some US\$22,000 was used to hold a workshop in Zimbabwe. This involved bringing 21 central and local governmental officials from Botswana to Harare during the period November 12 - 16, 1984. The delegation visited the Kuwadzana project and participated in a week-long exercise of "Action-research" to learn about low-income housing policies and procedures in the country. Delegates focused on the possible applications of Zimbabwe's approaches to such issues as debt management, technical assistance and development control in the Botswana context.

In-service training provided by the HC's has yet to reach significant levels and this is attributed to the delays in defining the nature of the positions. Training efforts by the SHHA STO have also been minimal and this is attributed to the staff relations problems and the need to strengthen technical assistance systems before installing them. The decision taken to provide additional training assistance to SHHA over and above that of the STO is strongly supported.

Table 6

Schedule of Short-term Technical Assistance Provided and on Request

Description of Assignment	Executing Agency/ Lead Consultant	Duration/ Weeks	Month Completed	Remarks
Prepare outline of Housing Implementation Plan	CHF/Upchurch	3	Feb. 1984	Provided Reference Point for production of NH Hsng Plan and summarised Hsng Policy implementation.
Sociological Study of Mahalapye	CHF/Mason	4	Feb. 1984	Supported MLGL's Rural Hsng Study in Mahalapye.
Debt Management Study	Comprehensive Market- ing Inc. J. Engel	4	Aug. 1984	Provided recommendations for improving Debt Mgmt. Lack of HO-III inhibits full implementation.
National Housing Needs Study	Nathan/USLSI Roscoe Clifton	3	Aug. 1984	Provided data on Need that was incorporated in NDP6 Housing Chapter and in Hsng Plan drafts.
Co-operative Housing Study*	CHF/J.Jones	3	Feb. 1985	Conducted feasibility study to determine whether co-op housing is appropriate strategy for Botswana.
SHHA Training Needs Assessment	Ms. D. Horner	2	Mar. 1985	Analyzed existing Trng Studies and inputs, SHHA needs not met therein and recommended Trng for SHHA accordingly.
Evaluation of Gab West Phase II Plan*	Mr. R. Lanier	1	1982	Reviewed planning of Phase II
Co-op Housing Seminar	CHF/J. Jones	3	On request	To take next step — education and information and Action Plan.
Inventory of IA Housing	On tender	-	On request	To implement Hsng Policy reqmt in Council Rents.
Settling-in CHO Counterpart	CHF/J.R. Campbell	4	On request	To assist orienting new CHO - posting being localised
Home Design	TBA	-	On request	Review/Revise

* not funded through Grant 633-0238

III. RECOMMENDATIONS

A. Provision of Community Facilities

1. Special efforts should be made to ensure that at least two (2) local markets are developed in Phase I in FY1985/86.
2. Programming of the construction of community and commercial facilities in Phase II should allow for the completion of a local market at the same time that residential plot allocations begin.
3. The design of commercial areas in Phase II should be based on affordable levels of infrastructure services. The detailed engineering costs and cost recovery formulae for this component need to be known and agreed before contracts are awarded for servicing.

B. Residential Plot Allocation System

1. As the ratio of the number of applicants to the number of available plots grows over time, it becomes more important to ensure that SHHA serves its intended "target group". To this end it is recommended that:
 - a) All salaried applicants be requested to provide proof of earned income in the form of an up-to-date payslip in support of the VOE form (already part of required procedure).
 - b) The Rotodex card system of SHHA allocations in Gaborone be up-dated and used as a check against current ownership of a plot. (Use micro-computer for this when it becomes available)

c) Consideration be given to advertising the names of screened applicants selected for approval by the SHHA Management Committee by such methods as: circulating list to all councillors; posting it in a public place for say 2 weeks; publishing in local newspapers.

2. A procedure should be introduced whereby the validity of an application lapses (say) 12 months after it is lodged with GTC. Applicants should be requested to re-apply giving up-to-date information signalling their continued interest in and eligibility for a SHHA plot.

3. The minimum residency requirements of six months should be dropped altogether, given that (a) there is a waiting list of several years before an applicant can aspire to a plot and (b) verification of this criteria is very difficult.

C. House Design and Construction Assistance

1. The issue of temporary construction permits should be more tightly controlled and reinstated under the direction of the SHHA STO.

2. MLGL should carry out a review of low-income house designs used in all SHHA areas in the country with a view to developing a revised set of standard plans. This would allow all local authorities to benefit from each other's experience in the matter and afford cross-fertilization of ideas. Some attention should be paid to optional energy conservation measures in this exercise through BRET.

3. Costings of all SHHA housetypes should be prepared by room and by stage in a format which is easy to read and easy to revise. The micro-computer could be of assistance in this task.

4. SHHA TA's should undergo a rigorous training course with a view to reinstating the construction supervision and assistance procedures called for in the Manual, i.e., rather than strengthening regulations, strengthen their enforcement.

5. Consideration should be given to recovering the cost of TA from beneficiaries in the form of a monthly charge for (say) 18 months from date of allocation. This should result in a reduction of the Service Levy. The benefits of this approach include: (a) placing cost recovery burden on beneficiaries of service only; and (b) creating an incentive to start developing as soon as possible after allocation.

D. Building Material Loan Programme

1. There is a need to strengthen the systems which ensure that BML's, as presently conceived, are used for their intended purpose: construction of an approved core house in a SHHA area. That is (a) that materials disbursed are in fact required for a core house depicted in an approved plan; (b) materials disbursed (or their exact equivalent) are actually incorporated into the approved core house; and (c) additional disbursements are not authorized until earlier work on the house is approved by the TA.

2. Consideration should be given to revising the cost recovery policy of the present BML system to place a greater share of the loan costs on the specific beneficiaries of the loans and less on SHHA plot holders as a whole, i.e., reintroduce a mark-up on material prices and reduce Service Levy accordingly.

3. Investigations should be made into two alternatives to the present BML system:

a) A voucher system whereby borrowers submit requisitions to selected material suppliers in the Gaborone area who in turn are paid by SHHA.

b) Sub-letting system whereby GTC contracts with a selected supplier who operates the Gaborone West material depot as a commercial enterprise for the benefit of project participants.

4. MLGL should undertake a systematic program to convert the Audit-4 accounting systems for loans and service levy to modern micro-computer.

E. Gaborone Town Council SHHA

1. There is a need to clarify and to some extent redefine SHHA's role as a housing agency. This will require some resolution of the conflict between SHHA's regulatory and developmental goals, with due importance given to the latter. This exercise must involve MLGL.

2. There is a need to clarify SHHA's responsibilities vis a vis Town Engineer's Department on questions of long-term management of SHHA "areas". There is also a need to clarify SHHA's responsibilities vis a vis the Town Treasurer on the question of the debt management. These exercises must also involve MLGL.

3. There is a need to strengthen the leadership of SHHA by upgrading the quality of its senior management skills by such methods as training, rotation, and promotions.

4. Once a sense of SHHA leadership and motivation has been re-created, an intensive in-service training programme is required, especially for field staff.

5. Inconsistencies and the difference in emphasis between GTC and USAID's understanding of the SHHA STO's job description need to be resolved. Thereafter the agreed list of tasks should form the basis for the format of the STO's quarterly report which should continue to be shared by GTC and USAID alike.

6. Technical solutions to SHHA's perceived problems with beneficiaries on issues of house consolidation should be sensitive to the plot holders own perception of the priority housing has in his particular household "wish list".

7. GTC through MLGL should formally approach ULGS on the question of week-end work by technical and community development field staff. Perhaps Saturday morning work only with overtime pay would be a workable solution, as is authorized for staff of the Post Office.

8. SHHA should observe the procedural guidelines in the Manual of Administrative and Operational Procedures more closely, even if it does not officially adopt them.

9. SHHA management should introduce regular monthly senior staff meetings to foster co-ordination between sections.

10. Consideration should be given to granting the STO(C) permission to drive GTC vehicles.

F. MLGL Housing Section

1. There is a need to finalize a detailed statement of the functions of the Housing Section and its inter-relationship with other sections within and without the MLGL. Once this has been done, the agenda for the Section

should be finalized and specific tasks should be defined and job descriptions for Housing officers development accordingly.

2. The proposed structure of the Section as illustrated in Figure 5 with a Chief Housing Officer overseeing the Housing Officers should be adopted.

3. Of all the Housing Section's areas of concern, priority should be given to assisting the SHHA's, the current albeit weakened cornerstone of the national urban housing delivery system. Prior to the creation of a new post for this purpose, the responsibility must be assumed by the head of the Section.

4. A counterpart for Housing Officer I should be identified as soon as possible.

5. The training of HO I and HO II counterparts should be in-service training.

6. The provision of additional short-term technical assistance should be focused on providing training to the Gaborone SHHA.

7. There should be increased contact between the Housing Officers and the head of the Urban and Housing Division. This contact should be two kinds: ad hoc and formalized at, say, monthly review meetings.

Acronyms

AID/B	USAID's Mission in Botswana
BBS	Botswana Building Society
BHC	Botswana Housing Corporation
BML	Building Material Loan
BPC	Botswana Power Corporation
BRET	Botswana Renewable Energy Technology
CHF	Cooperative Housing Foundation
COR	Certificate of Rights
DSL	Department of Surveys and Lands
DTRP	Department of Town and Regional Planning
FTG	Fixed Term Grant
GOB	Government of Botswana
GTC	Gaborone Town Council
GW	Group Worker
HO	Housing Officer
IA	Implementation Agreement
MFDP	Ministry of Finance and Development Planning
MOE	Ministry of Education
MLGL	Ministry of Local Government and Lands
OPe X	Operational Expert
PHO	Principal Housing Officer
PID	Project Identification Document
PP	Project Paper
REC II	Ventilated Improved Pit Latrine
RHUDO	Regional Housing and Urban Development Office
SHHA	Self-Help Housing Agency
STO	Senior Technical Officer
TA	Technical Assistant/Assistance
UDC	Urban Development Coordinator
ULGS	Unified Local Government Service
USAID	United States Agency for International Development
VOE	Verification of Employment (form)
WUC	Water Utilities Corporation

1 Pula = US\$0.54 (March 1985)

Gaborone West Housing and Facilities Project

Chronology of Events: 1982 to date

1982

- April National Assembly approves White Paper on National Policy on Housing
- July Project Identification Document (PID) approved by AID/Washington
- August MFPD gives WUC authority to proceed with plans and construction for Gaborone Dam extension
- September Project Paper (PP) approved by AID/Washington
- Installation of roads, stormdrains and sewers begun by civil engineering contractor in Phase I of Gaborone West; MLGL begins installation of water reticulation by force account
- December Implementation Agreement (IA) signed by USAID and GOB for US\$15 million for Phases I and II

1983

- March Housing Guarantee (HG) loan in place for US\$7.5 million for Phase I only, advance of US\$2.0 million disbursed
- April Water Utilities Corporation (WUC) prohibits any new water connections until Gaborone Dam is replenished by rains
- May Grant Project Agreement for US\$1,070,000 signed by USAID and GOB for technical assistance and training to strengthen institutional capacity of central and municipal governments
- June All conditions precedent for disbursement of the HG monies are met
- September First formal request of project by RHUDO, AID/B and GOB undertaken registers concern at lack of identified beneficiaries for Phase I
- Installation of Revised Earth Closet (REC II) sub-structures begun by contractor

1984

- January USAID authorizes disbursement of next US\$1.5 million; advises not to start any new construction contracts until water situation resolved
- CHF carries out a study to produce an outline of the Housing Implementation Plan, owing to delay in fielding the two Housing Officers for MLGL
- February Horner and Knepper take up posts as MLGL Housing Officer II and SHHA Senior Technical Officer respectively
- March WUC allows connection of public water pipes in Phase I and so residential allocations can begin
- HG loan refinanced under conditions more favourable to GOB
- April First residential plots are allocated
- University of Birmingham's final SHHA Evaluation with recommendations is released
- May Studies concerning local authority debt management and national housing needs are authorized by USAID
- USAID approves resuming construction work on infrastructure and community facilities
- June National Housing Needs study begins
- Debt management study undertaken and workshop to prepare action plans by local authorities held
- First building material loan (BML) in Gaborone West signed up
- July RHUDO registers concern that beneficiary incomes are not being verified; not enough TA on site; and no debt management plan for GTC
- August Hackman takes up post as HO I at MLGL
- MLGL requests GTC to tighten up allocation procedures
- USAID approves disbursement of next US\$1.5 million
- STO proposes permanent fence posts be installed by contractor to demarcate plots for total cost of P62,000
- September Second annual project review carried out by RHUDO, AID/B and GOB; suggests training at SHHA be subject of additional technical assistance

- September Half of all Phase 1 residential plots allocated by month end
National and Local Authority elections held; opposition political party gains control of Gaborone Town Council
Maximum BML increased from P800 to P1200
- November MLGL, Local Government officials make study tour to Harare, Zimbabwe
Construction of two primary schools, municipal offices and clinic begins
- December RHUDO registers concern at apparent lack of support for STO, lack of office accommodation for HO's, arrears at Gaborone West and lack of COR registry

1985

- January USAID approves short-term TA to identify SHHA training needs and resources
- February MLGL proposes consultancy to review local authority housing rent levels
- March First regular evaluation undertaken by short-term consultant

Officials met during Assignment

Ministry of Local Government and L.L.S

Mr. R. Makhwade	Deputy PS
Ms. L. Letsie	Under Secretary U/H
Ms. T. Orapeleng	SAO U/H
Mr. R. Campbell	LCHO
Mr. R. Hackman	HO I
Mr. G. Horner	HO II
Mr. A. Stanley	UDC
Mr. B. Bellard	Sr. Engineer
Mr. A. Simpkins	Principal Surveyor
Mr. J. Wareus	Sr. Planning Officer
Mr. G. Stracey	Sr. Land Officer
Mr. D. Green	Planning Officer
Ms. S. Muzila	HO II (C)

Gaborone Town Council

Mr. B. Sisinyi	Town Clerk
Ms. L. Ghanie	PHO
Mr. S. Pathmanathan	Town Engineer
Mr. K. Misroame	Physical Planner
Ms. L. Huang	Planning Officer
Ms. N. Raditloaneng	Assistant Planning Officer
Mr. D. Knepper	STO
Mr. M. Mokobe	STO (C)
Ms. S. Leshoai	SCDO
Mr. E. Kubi	Ward Officer/Gab West
Mr. P. Nkubu	TO/Gab West
Mrs. Molefhe	Matron

USAID/Gaborone

Mr. P. Guedet	Director
Mr. E. Butler	Deputy Director
Mr. S. Baker	Engineer
Ms. L. Taylor	Program Officer

RHUDO Nairobi

Mr. P. Feiden	Project Officer
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Gaborone West Housing & Facilities Project (S33-0238, HG002)

Government of Botswana Comments
Relative to USAID's 26 March 1985 Regular Evaluation

- 1) Generally, Part I of the Report is deemed accurate. However, we feel it falls short of assessing whether goals of the project are being met in both physical and fiscal terms. Particularly, the Report does not address a primary project goal: "to increase the availability of low-cost, self-help housing in Gaborone," and to support Government's goal "to ensure safe and sanitary housing for everyone."
- 2) Page 19: Saturday work for Local Government Staff has never been "traditional." Gaborone Town Council (GTC) Self Help Housing Agency (SHHA) staff have periodically worked on Saturdays in the past, and been given days off in-lieu. A formal working schedule of Tuesday through Saturday, or of paying overtime, must be approved by the Establishment Secretary. In addition, such formalisation would have an impact on the Service Levy.
- 3) Page 21: We strongly agree that amendments to the Building Control Regulations (Grade II) should not be amended to the detriment of site and service plot holders.
- 4) Page 22: The Ministry of Local Government & Lands (MLGL) has been in the process of converting the Audit-4 system to a microcomputer system since October 1983. A feasibility study was completed by Government's Central Computer Bureau, a proposal for conversion was completed by MLGL, tenders were issued, and a contract for conversion awarded. The conversion is currently being conducted on a pilot project basis at Selebi-Phikwe Town Council, which is scheduled to be fully operational by end-October 1985. Once the system is operating smoothly, it will be introduced in Francistown, Gaborone, and Lobatse respectively.
- 5) Page 24: The Principal Housing Officer (PHO) does not have the authority to require staff to work on Saturdays. Generally, the PHO does support the OPEX Senior Technical Officer (STO). The STO is included in senior staff meetings, has direct access to the PHO, has access to the Town Clerk, and has been advised that he should call upon senior MLGL staff as necessary (e.g., Undersecretary for Urban & Housing, Low Cost Housing Officer, Director of Town & Regional Planning).
- 6) Page 24: We recognise that SHHA departments in all Town Councils are perceived as an independent body that is somewhat isolated from other departments. In reality, however, the SHHA is an integral part of Town Council administration and is overseen by the Town Clerk. In addition, MLGL regularly monitors GTC SHHA activities through periodic visitations and regular review of the SHHA's minutes of its meetings.
- 7) Page 27: The statement that the (Low Cost Housing Officer)

Best Available Document

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"LCHO is first among equals in the Housing Section" is inaccurate. As early as January 1983, MLGL took steps to name the LCHO as Section Head. This was later confirmed in the LCHO's job description, which was approved by MLGL and submitted to the Director of Personnel.

8) Page 29: The five constraints listed were all resolved by the time of the evaluation. In particular, the OPEX personnel have always been free to arrange meetings with the Deputy Permanent Secretary (DPS/U/H) and the Undersecretary (US/U/H). The Academy for Educational Development could have helped facilitate contractual procedures by assisting MLGL with the process and ensuring that Directorate of Personnel was properly informed of the OPEX personnel status. Office space is a serious problem for all of MLGL. We regret that the problem affected the OPEX personnel, but acted as swiftly as possible within Government procedures to acquire additional space. Temporary arrangements were made to accommodate the OPEX personnel, including access to telephone and secretarial services; granted these services may not have been optimal, but did provide at least the minimum. As the evaluation noted, the entire Housing Section is now very adequately located. For information, MLGL has been working for the last two years to construct a permanent, large office complex; this complex is now under construction and should be completed by early 1986.

9) Page 30: This page overemphasises the frustrations of the embryonic stages of the Housing Section's development. In the creation of any new government section, one may always expect confusion over roles, definitions, and job descriptions. This must be an expected part of such development. In fact, the OPEX personnel were an important part of this development, assisting the LCHO and senior MLGL staff in defining the role and responsibilities of the new Section.

10) Page 30: We reject the first paragraph of this page as an inaccurate account. First, the original job descriptions for HO-I and HO-II were written in August 1982 in order to ensure that funding could be made available to recruit experienced housing professionals to help MLGL develop the Housing Section. Second, an analysis of the roles and responsibilities of the Housing Section was undertaken immediately following submission of the original job descriptions, and again when CVs were being submitted to MLGL by USAID. The result of this analysis is evident in the job descriptions for all Housing Section staff. Third, it should be understood that the DPS/U/H and the US/U/H with the approval of the Permanent Secretary were constantly involved in the development of the Housing Section. Finally, the LCHO was never a "first among equals" but was designated Section Head by order of the DPS/U/H in June 1983, before the OPEX personnel were appointed to the posts of HO-I & II.

11) Page 30/31: In 10 short lines the evaluation summarises significant accomplishments of the Housing Section. These accomplishments were not achieved in "the last three months" but

Best Available Document

involved efforts that began before the arrival of HO-I & II. The evaluation understates the importance of these accomplishments.

12) Page 31: We are seeking a replacement for the counterpart position of HO-I. The current HO-I did draft qualifications for the position, but these qualifications were already understood since they are in direct relation to the qualifications of the HO-I position. In addition, it must be recognized that recruitment of an appropriate counterpart is extremely difficult since Botswana suffers from a general shortage of qualified personnel in the area of finance. Nevertheless, every effort is being made to identify a suitable candidate.

13) Page 32:

a) Although the LCHO has always held the responsibility of providing assistance to the SHHAs, this has always been one part of the LCHO's responsibilities which included overall housing issues. From 1978 to 1983, the LCHO was the only officer in MLGL focussing specifically on housing. During this time, the SHHAs had resident Housing Advisors to assist in their development. In 1984, when the Section Head responsibilities were becoming more demanding, and the Housing Advisors were being phased out, the need for MLGL attention and assistance increased. The LCHO recognized this problem, and correctly recommended that MLGL convert the post of Housing Advisor to HO-III; thus, MLGL will have an officer 100% devoted to the SHHA programme.

b) The evaluation implies that MLGL and specifically the LCHO might be ignoring the needs of the SHHAs. This is not correct. In fact, the LCHO was instrumental in developing the microcomputer conversion from the Audit-4s, in providing training seminars for SHHA staff, in monitoring debt management and following-up the SHHAs' debt management plans, in working with the Councils and the Attorney General to revise the State Land Act to make it a more effective means of enforcing payments, in analysing staffing problems of all SHHAs and recommending promotions/transfers/training to strengthen all SHHAs, and much more. The changing situation of the SHHAs, however, require even greater attention--the position of HO-III has been approved as of this writing and will enable MLGL to provide such attention.

c) The LCHO was not "transforming his job into that of a Chief Housing Officer" as stated in the evaluation. The LCHO was conducting his duties as Section Head per direction of the Department Head with the concurrence of the Permanent Secretary. MLGL has recognized the need for a Section Head since 1983. The change of job title from LCHO to Chief Housing Officer was approved on the basis that such a title is more appropriate for the job.

14) Page 33: The U.S. \$40,000 for training was also used to fund computer training for senior SHHA staff in preparation for the Audit-4 conversion, and to send the PHO to the USAID Shelter Workshop in Washington, D.C.

15) Page 33: In service training by OPEX personnel has been constrained. However, delays in defining the nature of the positions was not a primary constraint. Rather, the OPEX personnel were new to Botswana and required time to orient themselves to their new working environment and to their new positions. In fact, the Project itself states that training would occur for a minimum of one year.

16) Generally, the Recommendations are already under consideration by MLGL. We will review them carefully and implement those that are acceptable to Government.

CONCLUSION:

The evaluation will provide a useful marking point for the project as a whole. However, in the future, it seems appropriate that MLGL be more closely involved in the development of the Terms of Reference. In addition, we would like to be consulted when the evaluation picks up problems or shortcomings, since these may sometimes be clarified by senior staff who are fully briefed on events behind such "problems."

Finally, we must state that the development of the Housing Section is an on-going process. The inputs of the LCHO, the HO-I, and the HO-II were vital in this process. The evaluation seems to imply that all of the institutional groundwork should have been done before the OPEX personnel had arrived; yet, the purpose of assigning OPEX personnel was to assist in the development of the Housing Section. Originally, MLGL expected the OPEX personnel to be placed in the field by April 1983, but they actually appeared a year later. This delay enabled the MLGL to further refine their job descriptions and their roles in the Housing Section; however, MLGL never expected that the OPEX personnel would not provide inputs of their own.