



## human settlements

Department:  
Human Settlements  
**PROVINCE OF KWAZULU-NATAL**

# Policy Communiqué

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## **GUIDELINES FOR QUALITY MANAGEMENT PLANS ON HOUSING PROJECTS:**

The Guidelines for Quality Management Plans on Housing Projects was approved by the MEC: Human Settlements for implementation on 13 October 2011. The Department has experienced poor quality of work in a number of housing projects. Due to poor quality there are a large number of projects where rectification (rework) is undertaken. The cost of rectification projects has proven to be expensive and wasteful expenditure. It has also resulted in fewer new projects being approved and as a result the department has assisted fewer beneficiaries. In 2010 the Department approved the Quality Assurance Framework. The Framework encouraged quality management in housing projects in order to ensure that the quality of houses built (top structures) are not compromised. It also emphasized the need for statutory compliance to ensure quality such as enrolment with NHBRC, building materials must be SABS compliant etc.

The approach to quality planning will be determined by the quality policy or quality management plan that has been adopted at the beginning of the project. A poorly developed quality plan will compromise the performance on a project. The ISO 9000 standards relate to the development of quality management systems and are designed to help organizations ensure they meet the needs of customers and other stakeholders. ISO 9001 focuses on the basic requirements that are required for a quality management system which include the following.

- Requirements for the quality management system and documentation;
- Management responsibility, focus, policy, planning and objectives;
- Resource management and allocation;
- Product realization and process management; and
- Measurement, monitoring, analysis and improvement.

### **POLICY OBJECTIVES**

The purpose of this guideline is to:

- assist with the development of a quality management plan for housing projects that will be undertaken;
- ensure that quality is an integral part of every housing project;
- reduce rework on housing projects;
- ensure compliance with norms and standards: and
- ensure that houses meet the satisfaction of beneficiaries (customers).

### **GUIDELINE FOR A QUALITY MANAGEMENT PLAN**

A quality management plan for each project must be submitted together with the application for project approval. The guideline serves to assist applicants and officials in respect of the minimum content requirement.

### **SCOPE OF PROJECT**

The project must be defined in terms of what is the purpose or objective of the project, the contracting strategy and the subsidy programme that will be used to implement the project. It must also include the number of units that will be delivered. It must be indicated which aspects of the project will be implemented through the Expanded Public Works Programme (EPWP). Should any variations to the

project be required what will be the process and who will be responsible or mandated to make such decision(s).

## **BUDGET**

The Implementing Agent must ensure that the budget for the project is approved. It must be indicated what can be done within the budget and should there be any budgetary constraints these must be highlighted. There must also be an indication of who will be paid, when they expect to be paid and the documents that will be submitted for the respective claims. Should there be any reasons for variation orders the process to be followed and the roles and responsibilities of the persons involved.

## **PRODUCT SPECIFICATION**

The product that will be delivered must be specified in terms of size, finishes such as fascias boards, tiled roofs etc. and this includes the services that will be delivered with the top structure.

## **MATERIALS**

A bill of quantities of the building materials must be included indicating the quality of materials to be used and when and how sample tests will be undertaken. A procurement plan stating when, how materials will be procured and it must include estimated costs of materials. The procurement plan must be aligned to the project timelines as per the development plan.

## **PROCEDURES**

The quality management procedures that will be used to implement the project must include the following.

- The inspections that will take place and at which stage(s).
- The checklists that will be used to ensure that there is compliance.
- Quality control testing on building materials.
- Quality control testing, reviewing results.
- Tracking of construction deficiencies and ensuring timely corrective measures.
- Quality control report.

## **ORGANIZATIONAL STRUCTURE**

An organizational structure of the company and the resources that will be allocated to the implementation of the project must be included. The organizational structure must clearly indicate the lines for reporting and communication. Included must be details in respect of the following:

- Who is the top management of the company
- The financial capacity of the company
- Credit rating
- CiDB grading
- NHBRC registration/status
- Personal liability cover
- Indemnity insurance applicable to the project
- Brief overview of the implementation strategy

- In the case of a joint venture (JV) who is involved in the partnership and details of the roles and responsibilities of each company in the JV.

## **RESOURCES**

All resources that will be used to implement the project must be outlined i.e. financial, equipment and human resources. The financial resources will be linked to the project budget. There must be an inventory of equipment that will be used and it must also be indicated to what extent the equipment will be used and the percentage of work that will be labour intensive. There must be a detailed organizational structure of the resources that will be used to implement the project. It must include the designation of each person and functions of the respective persons.

## **TIME-FRAMES**

The project must have a development programme which is realistic and achievable. It must include the intervals at which inspections and/or quality control checks will be undertaken.

## **COMMUNICATION STRATEGY**

There must be clear lines of communication which must include the following.

- Roles and responsibilities
- What will be reported and to whom
- Frequency of on-site meetings and standard agenda items
- who will maintain the records of the meetings
- how will the minutes of the meetings be circulated

## **REPORTING**

It must be clearly indicated who will be responsible for the quality audits, what they will be auditing , who will be responsible for ensuring that any deficiencies or shortcomings are corrected and who will be responsible for closing out at the end of each stage.

## **RISK MANAGEMENT**

It is important that there be a risk management plan for any risks that may arise on the project. The potential risks must be identified and a strategy to mitigate the risk must be outlined.

*The complete document may be accessed on the Department's website at [www.kzndhs.gov.za](http://www.kzndhs.gov.za)*

=====END=====

# **OPERATION SUKUMA SAKHE PROGRAMME:**

## **BACKGROUND**

It has been a norm in the department to award undertaking of small scale work to emerging contractors; noting that the department has an emerging contractor strategy through which it aims to empower service providers who are still at that (emerging) level. The document is developed as a response to concerns that have been communicated by contractors; they require clarity on processes and procedures that they need to follow in carrying out Operation Sukuma Sakhe (OSS) projects. The document will therefore assist OSS contractors; internal staff; Traditional leaders and municipalities.

## **WHAT IS OSS**

Operation Sukuma Sakhe (OSS) is a provincial programme that was founded on the premise of taking government to the people in a coordinated manner with an intention of responding to the needs of the poorer households in critical conditions requiring urgent interventions. An OSS intervention can be a single house not necessarily project based.

## **CHALLENGES FOR OSS**

At the workshop held by Product Development on the 7<sup>th</sup> June 2013, the following challenges were raised pertaining to OSS.

- Technical assessments / studies versus urgency of OSS.
- Dispersed nature of the intervention and/or economies of scale
- Lack of capacity for OSS

## **PROPOSED POLICY RESPONSES TO CONFLICTS/CHALLENGES**

- The policy notes that OSS is based on the principle of emergency response, it is on this premise that certain concessions maybe be allowed in terms of technical assessments/studies, for instance Environmental Assessment and Development Rights Agreement.
- To explore the possibility of being granted concession(s) in this regard by the relevant department, a formal discussion must be facilitated with the project management unit (relevant district).
- After consensus has been reached through comprehensive analysis of the situation, written requests must be sent to the relevant departments detailing the emergency of the situation; citing the fact that the proposed development will be undertaken within the existing development footprint and further stating correct specifications, for instance size of the envisaged unit and any additional features (for example rain water harvesting facilities). This will be on a case by case basis.
- It is recommended that the project based approach be considered whenever possible. This is critical especially in view of the high costs associated with scattered location and small numbers.
- Also where feasible arrangements must be made to include identified vulnerable households in the nearest approved housing project. This will be the best option, whereby all risks would have been addressed and procurement of professionals already in place.

## **CONTENTS OF THE GUIDELINES**

The document is divided into two sections; Section A deals with internal processes that should be observed by the department in dealing with OSS initiatives, particularly the Project Management Unit. These are as follows:

- War rooms- integrated service delivery structures
- Inspections- project management officials/ inspectors visit the sites to assess the situation
- Submission for approval – to HEAC, attach images, maps & confirmation letter from district
- Procurement –SCM prescripts

Section B attempts to assist the service providers by detailing what is expected of them and refers to customised OSS proforma documents. Section B narrates the following aspects of the professional team's scope of work:

### **A. PLANNING ACTIVITIES**

#### **Entails the following milestones**

- Geotechnical Assessments and Environmental Impact Assessments
- Individual milestones development programme & cash flow projects.

#### **Achieving the milestones requires the following planning activities**

- Finalise contract - Manage processes required to finalise contract with DoHS
- Land/legal audit-investigate status of the land, security of tenure imperative.
- Beneficiary admin-check eligibility of beneficiaries to DoHS qualification criteria
- Environmental Impact Assessment, according to NEMA.
- Geotech assessment which deals with defining soil properties to inform the foundation; variation calculator can be used.
- Building site – to be confirmed
- Design-generic plans that conform to DoHS & NHBRC prescripts. Approved by relevant i.e. municipality

### **B. CONSTRUCTION ACTIVITIES**

#### **Sub structure**

- Set out and undertake necessary earthworks to form a building platform. Structure to be set out or cut with floor height minimum 150mm above Natural Ground Level (NGL).
- Minimum distance of 1,500mm around house footprint to be shaped to facilitate run-off of storm water. Excessive cut and fill interventions must be certified by a competent person.
- Set out and excavate footing/ground beams in line with the Engineer's specifications. The Engineer must certify.
- Prepare foot print base, install Damp-Proof Membrane (DPM) and reinforced steel as per Engineer's detail and site specific requirements. Engineer must certify authority to pour concrete.

- Pour concrete, ensure tolerances are complied with. An Engineer must sign Geotechnical Certificate and D6 (1) in support of payment.

### **Wall plate**

- This second phase of construction activities entails building walls, installation of door and window frames Damp-Proof Course (DPC).
- Installation of brick force, lintels and roof tiles.
- The above must be done as per approved plan and in compliance with NHBRC.
- A competent person must sign the D6 (2) in support of payment.

### **Completion**

- The final phase of the construction activities includes the following:
- Installation of roof
- Fit doors and glazing
- Apply finishings and tidy site (landscape, storm water control measures, gutters, water tank and VIPs as per specifications included in the contract.
- A competent person must sign D6 (3) in support of payment, whilst a geotechnical certificate is a prerequisite for the water tank plinth (foundation) arrangements.

### **C. CLOSE-OUT**

- Prepare final report as set out below
- Financial, administrative, technical reconciliation
- Land legal

*The complete document may be accessed on the Department's website at [www.kzndhs.gov.za](http://www.kzndhs.gov.za)*

=====END=====

## **DIRECTIVE ON APPLICATION OF THE VARIATION POLICY FOR EXTRA-ORDINARY DEVELOPMENT CONDITIONS:**

The intention of the policy on the variation for extraordinary development conditions is to provide a subsidy to address conditions which make it difficult to install infrastructures and construct a top structure.

The variation calculator generates an amount for infrastructure and for the top structure per erf. In instances where a disability subsidy is applied for, this amount will be calculated and included in the total variation per erf. The amount for infrastructure and top structure is applicable to urban projects as services are installed and a top structure is constructed. In rural projects the variation amount for the top structure will be applicable. However, the amount for infrastructure will not be applicable as no services are being installed or provided for in rural projects.

=====END=====

## CORRECTION TO EMERGENCY HOUSING ASSISTANCE PROGRAMME:

With reference to the Policy Communique 1/2013, kindly note that there are corrections to the amounts reflected in Annexure E.

EMERGENCY ASSISTANCE PROGRAMME: Grant amounts applicable as from 6 December 2012		
TEMPORARY ASSISTANCE	ITEM	AMOUNT
<b>1. Basic Municipal Engineering Services in respect of temporary assistance on a shared basis (Inc. VAT)</b>	<b>a) Indirect Costs:</b>	
	Beneficiary Administration	R 300.00
	Safety inspector (DoL)	R 80.95
	Environmental Control Officer	R 64.76
	Pre-planning studies	R 433.01
	Project Management [1]	R 86.39
	Geo-technical Investigation (if applicable)	R 24.30
	Contour Survey [2]	R 16.17
	Land surveying and site pegging [3]	R 81.01
	Land survey (Surveyor General) examination fee [4]	R 25.11
	Town Planning – (i) Layout	R 44.91
	(ii) Township establishment	R 64.43
	Environmental Impact Assessment	R 28.80
	Civil Engineer: Services design & Site supervision:	R 132.44
	Social facilitation	R 57.59
	Legal Fees (if applicable) (rental agreements) [5]	R 5.75
	Mediation & Conflict Resolution [6]	R 46.06
	<b>Sub-Total: Indirect Costs per stand</b>	<b>R1 491.70</b>
	<b>b) Direct Cost:</b>	
	Water reticulation on shared basis	R 1 161.82
	Sanitation on shared basis	R 1 086.06
	Roads (Main access)	R 858.75
	Storm Water	R 303.09
<b>Sub-Total: Direct Cost</b>	<b>R 3 409.73</b>	
<b>TOTAL STAND COST</b> (portion of an ordinary stand shared between 5 units) (rounded off)	<b>R 4 901.00</b>	
<b>EMERGENCY ASSISTANCE PROGRAMME: 2012/13 grant amounts</b>		
TEMPORARY ASSISTANCE	ITEM	AMOUNT
<b>2. Construction Cost of temporary shelter (Inc. VAT).</b>	Roof sheeting / covering	R6 117.32
	Side Cladding / Wall Cladding	R10 075.12
	Columns and anchor bolts	R5 973.35
	Column footings: Concrete bases for structure posts	R1 437.14
	Rafters	R2 770.72
	Purlins	R3 596.63
	Door & Window posts and frames	R2 409.55
	Side rails to support side cladding	R2 950.05
	Flashings	R863.80
	Door	R2 222.64

	Window	R2 149.40
	Flooring: Concrete	R7 198.32
	Thermal improvement under roof	R2 591.40
	<b>Sub-Total:</b>	<b>R50 355.46</b>
	<b>TOTAL SHELTER COST</b>	<b>R50 355.00</b>
	<b>GRAND TOTAL PER GRANT</b>	<b>R55 256.00</b>
<b>REPAIR OF DAMAGED FORMAL PERMANENT HOUSING(EXCL. VAT)</b>		<b>Amount</b>
<b>Existing services</b>	Repair of services to National Norms and Standards	<b>R 25 696.00</b>
<b>Existing houses</b>	Repair of existing formal structure according to National Norms and Standards (30sqm)	<b>R 37 180.00</b>
	<b>GRAND TOTAL PER GRANT</b>	<b>R 62 876.00</b>
<b>Existing services</b>	Repair of services to National Norms and Standards	<b>R 25 696.00</b>
<b>Existing houses</b>	Repair of existing formal structure according to National Norms and Standards (40sqm)	<b>R 64 666.00</b>
	<b>GRAND TOTAL PER GRANT</b>	<b>R 90 362.00</b>

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