



human settlements

Department:
Human Settlements
PROVINCE OF KWAZULU-NATAL

OPERATION SUKUMA SAKHE GUIDELINES

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FIGURES

Figure 1: Illustrates the interaction between OSS and the

Department of Human Settlements as stipulated in Section 7(A)

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1. PURPOSE

The purpose of this document is to formalise the manner in which the Department of Human Settlements (DoHS) deals with Operation Sukuma Sakhe (OSS) initiatives. Requests for housing interventions per area through OSS usually range from one (1) to about forty (40) housing units. It has been a norm in the department to award undertaking of such work to emerging contractors; the department has an emerging contractor strategy through which it aims to empower companies who are still at emerging level. The said strategy encourages that work of small scale be awarded to emerging contractors.

The document aims to achieve a structured approach internally and most importantly it aims to assist Service Providers in understanding their role in the context of OSS, particularly in cases where services providers are defined as emerging contractors. This document also introduces OSS proforma documents attached as an addendum.

2. BACKGROUND

Operation Sukuma Sakhe (OSS) is a provincial programme that was founded on the premise of taking government to the people in a coordinated manner. “Sukuma sakhe” is a Zulu phrase which means stand up and build. The programme has been launched in all 11 districts municipalities and 51 local municipalities under them. It involves co-ordination amongst sector departments.

KwaZulu-Natal is characterised by vast rural areas. A greater number of people living in rural areas are unemployed and depend on state social grants for survival. The housing structures in such areas are often not suitable for human habitation. Hence in profiling households during OSS field trips it is evident that there is a high and urgent demand for housing. A number of housing applications as a result of this initiative are coming through to the Housing Evaluation Assessment Committee (HEAC) for approval. This manifests a need for the Department of Human Settlements to standardise the manner in which OSS is handled.

The OSS initiative prioritises households that need urgent interventions. Once a need is identified through the Sukuma Sakhe war rooms, relevant officials in the department are notified. The departmental inspectors and project managers visit the identified site to assess the problem, and then the extent and urgency is confirmed and recorded. The programme prioritises the poorest of the poor, mostly falling within the definition of “vulnerable groups” these includes the indigents, women, children and disabled persons.

It must be noted that typical requests through OSS are spread across the municipal area and are not confined to a particular ward, or isigodi. This poses many risks to the Department, outlined as follows:

- The Department is not structured to play the role of developer, to build houses ad hoc, issue of procurement, risk assessment etc.

- In most cases, with requests of this nature the risks normally addressed with housing projects prior to starting construction are a challenge. The risks generically to be addressed include:
 - a) Land ownership - a household within an urban area, could be residing on privately owned land, land not ready for sale or transfer, deceased estates etc.
 - b) Geotechnical / environmental studies to be undertaken, is planning controls in place
 - c) No dedicated budget / no policy to apply, to deal with ad hoc requests,
 - d) Confirmation of services available - house could be located on a site where there are no services
 - e) In terms of economies of scale and due to the limited subsidy, having individual houses constructed in different areas within the available subsidy, could prove to be expensive.

3. OBJECTIVES

- i. To provide guidelines for the implementation of Operation Sukuma Sakhe initiatives.
- ii. To ensure that quality of the houses built meets the required norms and standards.
- iii. To improve co-ordination with other sector departments.

4. KEY LEGISLATION

Operation Sukuma Sakhe is based on the principle of co-operative governance and effective service delivery; there are a number of legislations and policies that impact on this programme. Amongst others, the following are regarded as watermarks:

4.1. Constitution 108 of 1996

Chapter three of the Constitution the Republic of South Africa provides for principles of co-operation and intergovernmental relations. This section emphasises cooperative governance between the different line functions and spheres of government.

4.2. White Paper on Local Government 1998

Encourages provincial governments to support the promotion and maintenance of intergovernmental relations.

4.3. Intergovernmental Relations Framework Act 13 of 2005

This Act seeks to provide focus, clarity and certainty regarding core aspects of intergovernmental relations at the executive level of government and provides for the establishment of intergovernmental structures, as well as the conduct of intergovernmental relations and the resolution of intergovernmental relations disputes.

4.4. Rural Development Strategy

The strategy is about coordinating existing departmental initiatives and programmes to achieve greater impact in the short term and over a horizon to 2010. This approach and mechanism is complemented by selected additional initiatives.

4.5. White Paper on Municipal Service Partnerships, 2000

The white paper reflect on some principles of co-operation, integration and the promotion of governmental relations pertaining to development, planning and service delivery issues.

5. WHO CAN BE ASSISTED THROUGH THE OSS HOUSING INITIATIVES

The document aims to facilitate assistance of poor households in the context of housing; however due to limited resources available, the following vulnerable persons may receive priority:

- Elderly with or without dependents
- Disabled
- Sick
- Women
- Children

It must be noted that no funds can be awarded to beneficiaries other than the provision of a house.

6. INSTITUTIONAL ARRANGEMENTS

6.1. DEPARTMENT OF HUMAN SETTLEMENTS

The Departments' roles in the programme are stipulated in section 7(A) of this document. In addition the Department could also approach the municipality to set aside some sites within new project layouts for emergency cases.

In the case where the municipality will not intervene due to capacity issues or has requested intervention from the Department, the Department will have to appoint a contractor for the construction of individual units or an implementing agent to undertake a project. The contractor will be appointed from the departments' OSS database according to supply chain management prescripts. In instances where a project is undertaken an implementing agent or project manager must be appointed through relevant procurement and or supply chain management prescripts.

The Department has to also consider the issue of geotechnical investigations, environmental investigations prior to construction, appointment of engineers to undertake necessary certification etc. The department also needs to consider the limitation of the subsidy to build just one house and not a project.

Transit camps should also be considered on a short term basis, with the intention of relocating households to new projects in the pipeline.

6.2. MUNICIPALITY

Municipality must be involved in the process, especially to assist in the process of land suitability / availability. In such cases, it is possible that the land the household is currently residing on is unsuitable for development. Municipality could be requested to relocate the household to nearest approved project. This will be best option, whereby all risks would have been addressed and procurement of professionals already in place.

Responsibility must be that of the municipality to intervene with the Department providing the necessary frameworks.

7. KEY CONSIDERATIONS

It must be noted that OSS interventions can be considered on individual or project basis. It is recommended that the project based approach be considered whenever possible. Piecemeal interventions have proved to be cumbersome in the past hence it makes more sense to intervene once all the households within a ward have been surveyed, as it may warrant that a project maybe packaged. This is critical especially in view of the high costs associated with scattered location and small numbers.

It must also be noted that 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 (as stated in 6.2).

In Implementation of these guidelines reference should be made to the department's strategy which relates to the implementation of the flagship initiative. The strategy referred to was developed in 2010.

8. POLICY GUIDELINES FOR IMPLEMENTATION OF OPERATION SUKUMA SAKHE

This section entails the guidelines for OSS housing interventions and will be applicable in this context on approval by the MEC. The guidelines cover only cases that have been discovered through the relevant war rooms within different municipalities in KwaZulu-Natal.

The guidelines are divided into Section A & Section B. Section A deals with internal processes that must be observed by the department in dealing with OSS initiatives, particularly the Project Management Unit. Section B attempts to assist the service providers by detailing what is expected of them and refers to OSS proforma documents attached.

SECTION A

8.1. WAR ROOMS

War Rooms are defined as integrated service delivery structure comprised of government, municipality, Community Based Organisations, private businesses and other stakeholders at ward level. Operation Sukuma Sakhe war rooms are comprised of officials from various sector departments. The different regions within the department must ensure that they have a representative attending war rooms respectively.

Needs of vulnerable households are identified by community development workers and households are profiled accordingly. Such information is discussed at war rooms and allocated to relevant officials/departments. Each department then has to coordinate the implementation of the task taking the sense of urgency into consideration.

8.2. INSPECTIONS

After the housing needs have been identified as per section 8.1., suitable representatives of the project management and inspectorate division of the department must visit the households in question to inspect and confirm the extent of the reported problems. Land audits must be undertaken prior to house construction in order to ascertain ownership of the land.

8.3.SUBMISSION FOR APPROVAL

The Project Monitor must then prepare a submission requesting approval to the Housing Evaluation Assessment Committee. The submission must detail the nature of the problem and enclose images and maps for illustration.

A letter must be requested from the relevant district office (municipality) confirming their acknowledgement of the situation; the letter must quote identity numbers of those concerned.

8.4.PROCUREMENT

The Department will appoint a contractor for the construction of individual units or an implementing agent to undertake a project. The contractor will be appointed from the departments' OSS database according to supply chain management prescripts. In instances where a project is undertaken an implementing agent or project manager must be appointed through relevant procurement and or supply chain management prescripts.

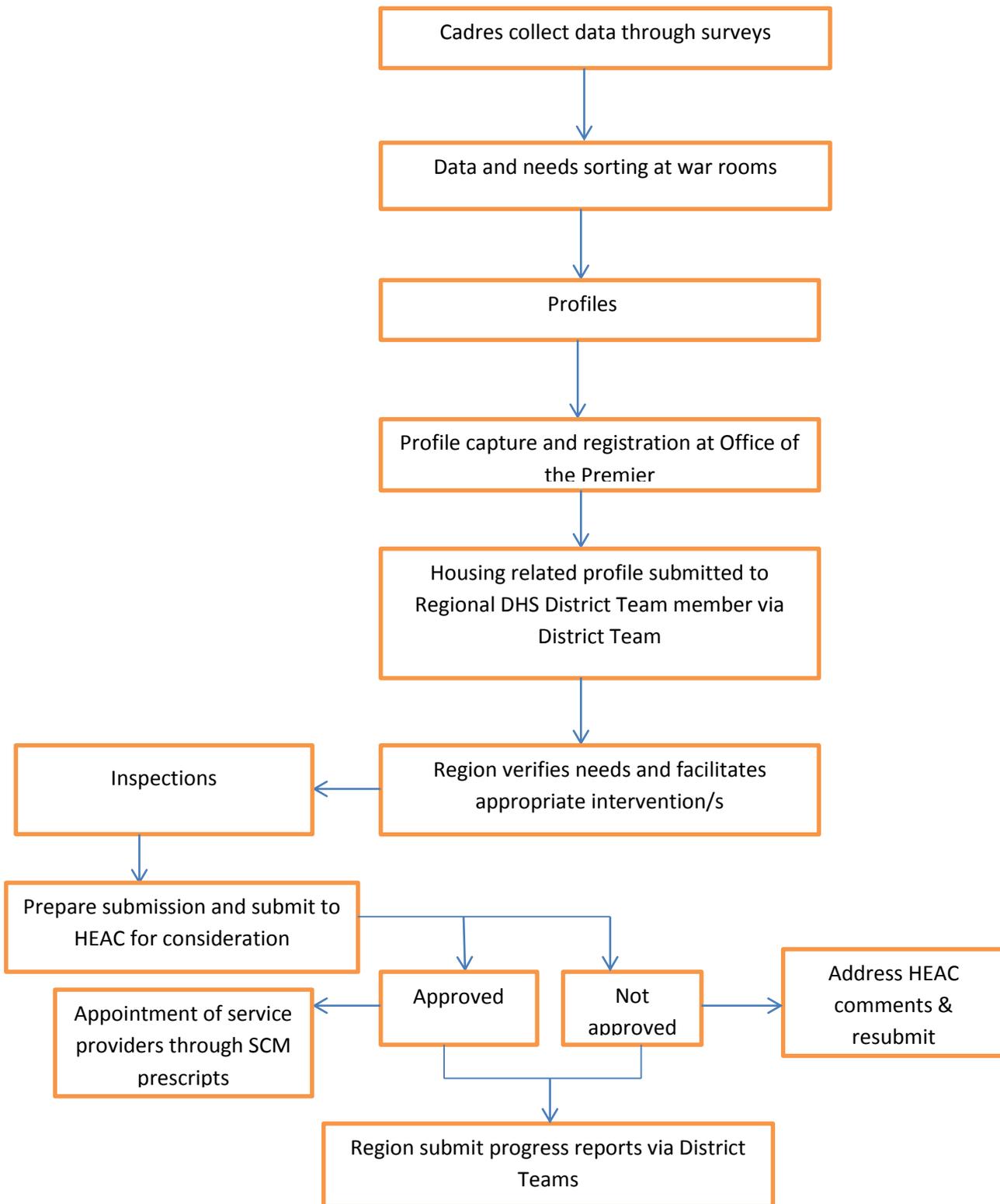


Figure 1: Illustrates the interaction between OSS and the Department of Human Settlements as stipulated in Section 8(A).

SECTION B

It is recommended that appointed service providers consider the guidance given below.

8.5. SCOPE OF WORKS FOR THE APPOINTED PROFESSIONAL TEAM

The scope of work for the appointed Professional Team or Implementing Agents entails three phases (Planning activities; construction activities and close-out).

It is noted 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, 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).

8.5.1. PLANNING ACTIVITIES

In dealing with planning activities, there are six key milestones that must serve as performance indicators (forms in relation to the milestones are attached):

- Geotechnical assessment
- Environmental assessment
- Product (foundation and house) and/or other intervention as per agreement
- NHBRC enrolment
- Define financial implications
- Individual milestones development programme and cash flow projection

The above key milestones will be achieved through undertaking the following Planning activities:

i) Finalise contract

Manage processes required to finalise the contractual arrangements between the contractor or implementing Agent and the Department.

ii) Land/legal audit

The status of land must be investigated bearing in mind that no houses must be constructed on privately owned land unless the beneficiary has security of tenure for instance full title or leasehold. In respect of Ingonyama Trust Land the beneficiary must be the holder of the certificate of occupation.

iii) Beneficiary administration

Beneficiaries' eligibility to state subsidized housing must be confirmed in terms of prescribed qualification criteria.

iv) Environmental assessment

Environmental assessment must be administered to confirm the spatial position of the home complies with National Environmental Management Act (NEMA) prescripts in respect environmental sensitive areas; for instance slopes, distance from wetlands, streams and rivers. The extent in which the activities will impact the environment must be determined.

v) Geotechnical assessment

Undertake geotechnical assessment to define soil and site properties; as this informs the foundation and house construction methodology as well as local storm water control measures as per quality assurance processes.

The variation calculator is available to ensure that specific technical constraints and sustainable mitigation measures are applied through the determination of the variation allowance (amount).

vi) Building site

The building site to be confirmed; can be done through a valid title deed or GPS position certified by a conveyance or land surveyor, respectively.

vii) Design

Generic housing plans designed in terms of the Department of Human Settlements norms and standards and the National Home Builders Registration Council prescripts must be considered and utilised. The plans must be submitted to the relevant municipality, Department of Human Settlements for approval and to the National Home Builders Registration Council for home enrolment.

8.5.2. CONSTRUCTION ACTIVITIES

i) 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.

ii) 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.

iii) 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.

8.5.3. CLOSE-OUT

- i) Prepare final report as set out below:
- Financial reconciliation
 - Administrative reconciliation
 - Technical reconciliation
 - Land legal

Reference should be made to the comprehensive document on procedure for closing out projects which was developed by the department in March 2011 (the document is available on the department's website).

9. MONITORING AND EVALUATION

Product Development component will undertake policy reviews after every three year and/or when the needed arises.

The OSS database must be managed and monitored by Supply Chain Management. Project Management must monitor the performance of contractors, implementing agents or project managers who implement the OSS programme.