

PARLIAMENT OF ZIMBABWE

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SECOND REPORT

**OF THE PORTFOLIO COMMITTEE ON LOCAL GOVERNMENT ON
PROGRESS MADE ON THE OPERATION *GARIKAI /HLALANI KUHLE*
PROGRAMME**

FIRST SESSION, SIXTH PARLIAMENT

Presented to Parliament – June 2006

[S. C. 21 , 2006]

ORDERED IN TERMS OF S. O. NO. 151:

- (1) At the commencement of every session, there shall be as many select committees to be designated according to government portfolios to examine expenditure, administration and policy of government departments and other matters falling under their jurisdictions as the House may by resolution determine and whose members shall be nominated by the Standing Rules and Orders Committee. Such nominations shall take into account the expressed interests, experience or expertise of the members and the political and gender composition of the House.
- (2) Each select committee shall be known by the portfolio determined for it by the House.

TERMS OF REFERENCE S.O. NO. 152:

Subject to these Standing Orders, a portfolio committee shall –

- (a) consider and deal with bills and statutory instruments or other matters which are referred to it by or under a resolution of the House or by the Speaker;
- (b) consider or deal with an appropriation or money bill or any aspect of an appropriation or money bill referred to it by these Standing Orders or by resolution of the House; and
- (c) monitor, investigate, enquire into and make recommendations relating to any aspect of the legislative, budget, policy or any other matter it may consider relevant to the government department falling within the category of affairs assigned to it, and may for that purpose consult and liaise with such department;
- (d) consider or deal with all international treaties, conventions and agreements relevant to it, which are from time to time negotiated, entered into or agreed upon.

COMMITTEE NOMINATED:

On Tuesday, 19th July 2005, Hon Speaker announced that the Committee on Standing Rules and Orders had nominated the following members to serve on the Portfolio Committee on Local Government:

Hon. F. Chidarike, Hon. G. Chimankire, Hon. I.T.Gonese, Hon.J.M.K. Machaya, Hon C. Majange, Hon. E. Matamisa, Hon. K.M.Matimba, Hon. L. Matuke, Hon. Mubhawu, Hon. Chief Mudzimurema, Hon. L. G. B. Stevenson and Hon. Zinyemba.

Hon. Zinyemba to be Chairperson

On Thursday, 23 February 2006, the President of the Senate announced that the Committee on Standing Rules and Orders had nominated the following Senators to serve on the Portfolio Committee on Local Government:

Hon. Senator S Majuru, Hon Senator L Munotengwa, Hon Senator Chief Musarurwa and Hon Sen C Tawengwa.

1. **Introduction**

- 1.1. Following the launch of the national construction programme code named Operation *Garikai/Hlalani Kuhle*, the Portfolio Committee on Local Government resolved to open an inquiry into the programme. The inquiry was undertaken as part of your Committee's oversight function over one of the Ministries that it shadows, namely, the Ministry of Local Government, Public Works and Urban Development.

2. **Objectives**

The main objectives of the Committee's inquiry as contained in its work plan were as follows:

- To assess progress on the construction of houses and vendor marts under Operation *Garikai/Hlalani Kuhle*.
- To get an insight into any challenges faced by the Ministry in its housing delivery programme.
- To find out how many people had benefited from housing delivery under Operation *Garikai/Hlalani Kuhle*.
- To gather the views of the beneficiaries and potential beneficiaries of the programme.

3. **Methodology**

- 3.1. Your Committee paid fact-finding visits to Operation *Garikai/Hlalani Kuhle* projects in four provinces, namely Harare, Mashonaland West, Midlands and Bulawayo. In this regard, the Committee visited Hatcliffe Extension, Whitecliffe and Hopley Farm in Harare, Kadoma in Mashonaland West, Gweru in the Midlands and Cowdry Park in Bulawayo. Your Committee also received oral and written evidence from the Secretary for Local Government, Public Works and Urban Development. A non-governmental organization, Housing People of Zimbabwe (HPZ) submitted information regarding the plight of people affected by Operation *Murambatsvina*.

Your Committee is grateful to the Ministry Officials, Chairpersons and officials of the four chapters of Operation *Garikai/Hlalani Kuhle*, HPZ,

Council Officials and beneficiaries for their co-operation and for the information submitted either orally or in written form.

4. Findings of the Committee

4.1 Overview of Operation *Garikai/Hlalani Kuhle*

4.1.1 According to a progress report submitted to your Committee by the Ministry of Local Government, Operation *Garikai/Hlalani Kuhle* started on 29 June 2005, following the conclusion of Operation *Murambatsvina*, whose aim was to rid Zimbabwe's cities and towns of illegal structures and unlicensed trading practices in the form of flea markets, tuck shops and pavement trading. The report further stated that out of the original national target of 5000 houses under phase one, 3311 housing units had been roofed by December 2005, and 41 vendor marts and 17 factory shells had been completed.

Your Committee learnt that the initial plan was for government to construct 5000 housing units country wide, under phase one and 10 000 housing units under phase two. However, in September 2005 there was a shift in the overall structure of the phases, which meant that all construction by the government was to be done under phase one. Phase two then became the aided self-help scheme where developers, employers, co-operatives and individuals were allocated unserviced land to build their own houses. The role of government under phase two was to identify the land, provide technical assistance, direct local authorities to allocate stands and monitor developments on the land in liaison with local authorities.

The progress report highlighted the challenges faced and these included among other things, servicing of sites, fuel supplies, labour, and funding for the programme.

On servicing of sites, your Committee learnt that some of the houses built under the programme would remain uninhabitable for as long as

the problem of both on-site and off-site infrastructure remained unsolved.

The shortage of fuel was cited as one of the challenges and reference was made to materials that remained uncollected after being purchased because of lack of fuel to ferry the materials to the building sites. On labour, your Committee learnt that funds for paying wages were not disbursed on time resulting in the labour force being demoralized. Regarding funding for the programme, it was reported that the initial budget of \$3 trillion was supposed to be disbursed in tranches of \$206 billion per week but instead, the disbursements averaged \$40 billion per week and this had a negative impact on the construction programme. In addition, the funds set aside for the construction of vendor marts and factory shells were inadvertently disbursed to SEDCO instead of provincial construction committees through the National Housing Fund, hence the slow take off of this category of construction under the programme.

4.2. **Kadoma Projects**

4.2.1. Your Committee visited Operation *Garikai/Hlalani Kuhle* projects in Kadoma to assess progress made on the construction and allocation of houses and vendor marts. The Acting Chairperson of the Mashonaland West chapter of Operation *Garikai/Hlalani Kuhle* informed your Committee that the target for the whole province was 400 housing units, with 60 of these in Kadoma. The provincial targets for vendor marts and factory shells were 32 and 12 respectively. Kadoma had a target of four vendor marts.

When the Committee visited Kadoma, 47 housing units had been roofed, 3 were at wall plate level and 10 were vacant stands. The 47 roofed houses had been allocated to victims of Operation *Murambatsvina*, civil servants and two disabled persons. The Committee was informed that the allocation guidelines provided for the allocation of 20% of the houses to civil servants identified by their

respective Ministries. Your Committee was informed that Kadoma required sewer and water reticulation infrastructure at a total cost of \$7.4 billion before the beneficiaries could occupy the houses.

Your Committee was also informed that three vendor marts had been constructed out of the target of four for Kadoma, and of these 2 had been roofed and allocated to beneficiaries. However, your Committee was unable to visit the vendor marts to assess progress on the construction.

The major constraints faced in the construction of houses and vendor marts in Kadoma were the critical shortage of fuel, building material and lack of funding. The Committee was advised that \$24.4 billion was required for the completion of housing units.

Your Committee was concerned to note that none of the beneficiaries had moved into their houses, some ten months after the completion of Operation *Murambatsvina* because the houses were yet to be connected to water and sewer reticulation. Residents bemoaned the slow progress in the construction of houses and vendors marts in Kadoma, which meant that victims of Operation *Murambatsvina* had to pay high rentals whilst waiting for the completion of their houses. Informal traders lamented the failure by the Kadoma City Council to provide vendor marts to enable them to earn a living.

4.3 Gweru Projects

4.3.1 In Gweru, your Committee was informed that although the initial target was 100 houses, 106 housing units were at various stages of construction under Operation *Garikai/Hlalani Kuhle* and 14 of these were fully functional and were occupied by beneficiaries. The beneficiaries were victims of Operation *Murambatsvina* and persons on the Council's waiting list who were capable of paying rentals for the houses. Your Committee was informed that even those who were not formally employed could benefit from the houses built under Operation

Garikai/Hlalani Kuhle as long as they could prove that they had a source of income.

The Chairperson of the Midlands chapter of Operation *Garikai/Hlalani Kuhle* informed your Committee that the remaining ninety-two houses would be completed in the next two months as soon as the funding had been released. Under phase two of Operation *Garikai/Hlalani Kuhle*, 997 stands had been allocated to individuals, companies and cooperatives.

During its tour of vendor marts in Gweru, your Committee heard that there was no water at the site and the toilet was still under construction, the vendors had to rely on toilets at the nearby wholesale market. The vendors were concerned about losing customers who preferred to buy from the nearby wholesale market that was supposed to close at 1100 hours but was open up to 1300 hours. In view of the concerns of the vendors your Committee wonders whether there was adequate consultation regarding the site of the vendor marts. The vendors also complained that the Council expected them to pay rentals for their stalls when there was no water at the site, which meant that they could not sell cooked foodstuffs. Your Committee was disturbed to learn that some of the stallholders were sub-letting their stalls. However, the Council officials pointed out that anyone caught sub-letting their stall would automatically lose it

4.4 Bulawayo Projects

4.4.1 During its visit to Bulawayo, your Committee was informed that the Bulawayo chapter of Operation *Garikai / Hlalani Kuhle* had a target of 700 houses under phase one. At the time of the Committee's visit, 450 units had been completed, with the rest at various stages of construction. Your Committee was informed that all the 700 houses had been allocated to victims of Operation *Murambatsvina*, civil servants and people on the Council's waiting list. The Bulawayo Town Clerk bemoaned the allocation of houses to people who were neither

displaced by Operation *Murambatsvina* nor on the Council's waiting list. Your Committee heard that people who had registered on the Council's waiting list as late as December 2005, were allocated houses ahead of people who had been on the housing waiting list since the 1970s. On seeking further clarification, the Chairperson of the Operation *Garikai/Hlalani Kuhle* Committee, your Committee was advised that from a list of 130 people who were affected by Operation *Murambatsvina*, only 43 had taken up offers of housing despite advertisements in the press. The Chairperson stated that the other people who were displaced by the clean up exercise were transported to their rural homes whilst others failed to raise the funds required to take up the houses. Your Committee was concerned to note that there were conflicting statements regarding the number of households that were affected by Operation *Murambatsvina* thus it was difficult for your Committee to determine the exact number of structures destroyed. The Town Clerk advised the Committee that the Council had carried out an exercise to identify the number of properties that were demolished and came up with a figure of 10 000. The Zimbabwe Republic Police had a figure of 5 100 people. From the two figures given, 600 were said to have been on the Council's waiting list. Your Committee was thus disturbed to note that only 43 victims of Operation *Murambatsvina* benefited from houses built under Operation *Garikai/Hlalani Kuhle* in Bulawayo.

During the tour of Operation *Garikai/Hlalani Kuhle* houses, your Committee was shown two model houses, which had been extended from the original two-roomed core house into a four-roomed and a seven-roomed house respectively. Your Committee was informed that the seven-roomed house had been allocated to an employee of Parliament whose name had been drawn from the Council's waiting list dating back to 1987.

Your Committee was informed that under phase two of Operation *Garikai /Hlalani Kuhle*, there were 8000 stands to be allocated to

individuals, cooperatives and companies. At the time of the Committee's visit, 528 stands had been allocated to cooperatives and company groups. The beneficiaries had formed an umbrella body, the Bulawayo Home Seekers' Consortium Trust in order to mobilize funds for on-site servicing of the stands. Your Committee spoke to some of the beneficiaries who were constructing their own houses under the aided self- help scheme. The beneficiaries expressed gratitude for the stands allocated to them although they lamented the lack of water at the site and the shortage of funds.

The major challenge cited as hindering progress in the construction of Operation *Garikai/Hlalani Kuhle* houses in Bulawayo was lack of funding. Your Committee was informed that Z\$ 100 billion was required for water and sewer reticulation for the houses that had been built.

4.5 Harare projects

4.5.1 Your Committee paid two fact-finding visits to Operation *Garikai/Hlalani Kuhle* projects in Harare in order to assess progress made in the construction and allocation of houses. During its first visit, which was undertaken in October 2005, the Chairperson of the Harare Metropolitan Chapter of the operation took your Committee on a tour of Operation *Garikai/Hlalani Kuhle* houses in Hatcliffe, Whitecliffe and Hopley. Your Committee was informed that the Harare Metropolitan Chapter of Operation *Garikai/Hlalani Kuhle* included Chitungwiza, Norton, Epworth and Ruwa. The targets for the province were 2010 houses, 54 factory shells and 17 vendor Marts. Your Committee was informed that the targets had not been met due to challenges, which included shortages of fuel, building material and transport.

Your Committee was informed that at every construction site there were two site managers, one from the Zimbabwe National Army and one from City Architecture Department. Your Committee commends the commitment to duty displayed by the Chairperson and other officers from the uniformed forces.

At Hatcliffe extension, your Committee was informed that the target number of houses was 524 under phase one of Operation *Garikai/Hlalani Kuhle*. At the time of the Committee's visit in October, 70 houses had been roofed and the rest were at various stages of development.

The beneficiaries of the houses at Hatcliffe were given material for temporary shelter upon their return from Caledonia farm. Your Committee was informed that the beneficiaries would only occupy their houses when plumbing had been installed. Although piped water was available at the site, the beneficiaries were expected to buy water meters before they could access the water. Your Committee was informed that the Ministry of Local Government was still working out the modalities for the revolving fund thereby assisting other beneficiaries.

At Whitecliffe, your Committee was informed that 277 houses had been roofed and the rest of the 459 stands under phase one were at various stages of development. Your Committee was also informed that work had started on phase 2 of the project, which had 366 stands. Your Committee learnt that the houses at Whitecliffe had not been allocated to any beneficiaries, as the allocation committee had not yet considered applications from prospective beneficiaries. The list of beneficiaries that appeared in the newspapers had been set aside as some beneficiaries had been allocated stands with boulders, which made construction difficult. Your Committee was informed that phase three stands would be allocated to people who can afford to build their own houses and the stands would be big enough to accommodate septic tanks. The major challenges at Whitecliffe were the shortage of fuel and the construction of water and sewerage reticulation systems.

At Hopley, your Committee was informed that the beneficiaries came from Caledonia and Porta Farms. At the time of the Committee's visit, 139 Houses had been roofed, 47 were at window level and the rest were at various stages of development. Your Committee also learnt that the beneficiaries were housed in temporary structures whilst waiting for the completion of their houses. Some of the beneficiaries also provided labour at the site. The major challenge at Hopley was the shortage of water and cement.

Your Committee visited the three sites again in April 2006 and was disturbed to observe that there had not been much progress since its last visit. When the Committee sought clarification on the lack of progress, it was informed that in the case of Hatcliffe, the original target of 524 houses had since been revised upwards to 1000 stands. Your Committee was informed that 109 houses had been roofed at Hatcliffe and the rest were at various stages of development.

At Whitecliffe your Committee was informed that 319 houses had been roofed and 15 had been plastered. However, your committee was disturbed to learn that six months after its first visit, the houses at Whitecliffe had still not been allocated to the beneficiaries. Your Committee was advised that the houses at Whitecliffe would be completed by July 2006. Your Committee also heard that the Operation *Garikai/Hlalani Kuhle* Committee at Whitecliffe was working closely with the Member of Parliament for the area to ensure that the intended beneficiaries were not prejudiced.

At Hopley, your Committee was informed that the target number of houses had been revised to 1183 from 600. Occupants were using Blair toilets while awaiting the connection of water and sewer reticulation to their houses. During the Committee's second visit 209 houses had been roofed and construction of all the houses was expected to be complete by the end of November 2006. Your Committee was advised that temporary toilets would be constructed.

Summary of progress of Operation *Garikai/Hlalani Kuhle* at sites visited

City	Target houses	Houses roofed
Kadoma	60	47
Gweru	100	106
Bulawayo	700	450
Harare		
i. Hatcliffe	524 (* 1000)	109
ii. Whitecliffe	459	319
iii. Hopley	600 (* 1185)	209

* Revised target

General observations

Your Committee was disturbed to learn that cooperatives were charged exorbitant approval fees when they opted to provide their own onsite infrastructure. Your Committee heard that the City of Harare charged cooperatives in Budiro \$3. 078 billion for approval of diagrams and engineers' fees. Stakeholders were of the view that the fees should be revisited given the important role played by cooperatives in housing development.

Your Committee was informed that Statutory Instrument 216 of 1994 allows residents to operate businesses from their homes. Your Committee is thus of the view that the City of Harare should clearly explain to the residents the current position regarding informal trading vis-à-vis S.I. 216 of 1994.

Your Committee is concerned about the eviction of people from Council and government owned accommodation at a time when government is addressing the shortage of low cost accommodation. The Committee has in mind the eviction of tenants from PWD compound and the messengers' camp in Highfield and Matapi flats in Mbare.

Your Committee would like to express its gratitude for the seriousness with which the officers in charge of Operation *Garikai/Hlalani Kuhle* took its fact-finding visits. Most of them prepared fully for the visits. Your Committee was enthusiastically received at all the areas that it visited.

Conclusion and Recommendations

From the evidence gathered, your Committee was concerned to note that the erratic disbursement of allocated funds contributed to the failure by the Ministry to meet its targets in the construction of housing units, vendor marts and factory shells. Your Committee also noted that the shortage of fuel was one of the major challenges encountered by the Ministry during the construction of Operation *Garikai/Hlalani Kuhle* projects.

Your Committee therefore recommends the following:

- That adequate funding be made available to finish all housing units, vendor marts and factory shells under phase one.
- That adequate funding be allocated for the provision of water and sewerage reticulation at all Operation *Garikai /Hlalani Kuhle* sites.
- That allocated funds be disbursed timeously to ensure that there is minimal disruption of construction work at the sites.
- That victims of Operation *Murambatsvina* be given priority in the allocation of Operation *Garikai/Hlalani Kuhle* houses and vendor Marts.
- That the allocation of houses at Whitecliffe be finalized taking into account that up to 20% of the houses should be allocated to civil servants.
- That government develops and implements a comprehensive National Housing Policy that provides for different schemes.
- That local authorities should consult beneficiaries for the proper siting of vendor marts.

- That government builds adequate rented accommodation to cater for low-income earners.
- That housing cooperatives be encouraged and supported by government to provide accommodation to their members under the aided self-help scheme.
- That in future, proper planning be done before government embarks on national construction programmes.