



A STUDY OF THE MANAGEMENT OF LOCAL AUTHORITY
HOUSING ESTATES IN KENYA WITH SPECIAL REFERENCE
TO MOMBASA, KISUMU AND THIKA MUNICIPAL COUNCILS

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by

PAUL MAURICE SYAGGA, B.A. (Land Economics), MISK.

*A thesis submitted in part fulfilment for the
degree of Master of Arts in the
Department of Land Development
at the University of Nairobi*

NAIROBI

1979

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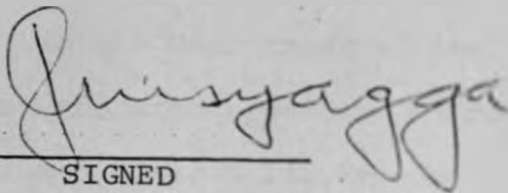
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DECLARATION

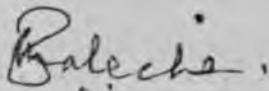
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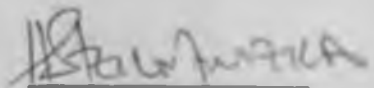
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This thesis has been submitted for examination with my approval as University Supervisor(s)



Z. MALECHE



H. S. MWAKA

A C K N O W L E D G E M E N T S

I am indebted to many people both at the University of Nairobi and outside for their help in the writing of this study.

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A B S T R A C T

This thesis constitutes a study of the management of local authority housing estates in Kenya, with particular reference to Mombasa, Kisumu and Thika Municipal councils. The study is not a comparison of the various municipalities but an examination of their problems of housing management. It examines the day-to-day management problems of providing local authority housing estates, their utilisation and preservation in the light of existing local authority set up and available resources.

There are three parts to this study. The first section comprises the introductory chapter covering the general introductory formalities of the study. It sets the premise against which the performance of the local authorities is examined. This is followed by a chapter giving background information on the housing development process in Kenya and the various roles played by the central government and local authorities. At the moment the role of the local authorities has been found to be minimised to that of mere recipients of the finished housing units with hardly any chance of participation in deciding what form of housing they need. The chapter concludes with the significance of these roles to the eventual management of the estates by the respective local authorities.

The second part of the thesis consists of three case studies. The case study method has been chosen because it is easier to deal with in greater detail and understand the complexities involved in few big municipal councils than to trot round the country collecting data from all the 79 councils, some of which, like the county councils, are not even involved in housing management work. Each of these case studies portrays unique problems related to its size, magnitude of housing operations and man-power resources.

Mombasa is one of the oldest councils in Kenya and is the second largest town next to Nairobi in terms of physical size, population, and the number of council owned residential units. Kisumu is the third largest town after Nairobi and Mombasa, standing on the shores of Lake Victoria. It has relatively fewer houses than either Mombasa or Thika but the houses are more modern in design and construction. Thika is a relatively young municipal council, constituted in 1967. Although it is the sixth largest town in Kenya in terms of population size, it ranks third only to Nairobi and Mombasa in terms of industrial development. Its experiences are those of a rapidly growing industrial town.

The data and information for these case studies were collected between December 1976 and September 1977 mainly through recorded information, interviews

and field observations. The results obtained in the main revealed similar characteristics. Housing management is undertaken on an "ad-hoc" basis without any basis for performance. Housing management functions are therefore not well developed with the result that housing estates are badly managed to the detriment of both council and tenants. In all the councils the staffing in the housing operations is unsatisfactory not only in terms of number but also in terms of training. This coupled with the above characteristics have rendered the provision of this important service in the local authorities ineffective. This has had unpleasant implications to the national housing policy of providing every household with a decent dwelling.

The theoretical concepts defined in section one and the empirical findings collected in section two are brought together and synthesised in the third and final part of the thesis. It is here discussed the directions which housing management work should take. It is considered that good housing management should be an integral part of a national housing policy. Lack of such a policy renders the achievement of housing policy objectives difficult. The final part of this study is a summary of the recommendations and conclusions.

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CHAPTER I

I N T R O D U C T I O N

1.1 Problem Statement

The principal pre-occupation of most of the developing countries in the world today still remains the provision of the basic needs of life to their rapidly growing populations. Although the priority and degree of needs may vary in each country, they will all be concerned in the first instance with the provision of certain minimum requirements for a family such as food, clothing and shelter. The second order of needs would then include the provision of essential services such as safe drinking water, sanitation, health and educational facilities.

For instance, in a recent policy statement in Tanzania it was observed that:-

"Even without the achievement of great wealth or industrial might, the material well-being of the Tanzanian people can be improved, if attention is concentrated on the essential ingredients of an improved life for the majority. Basically, if all Tanzanians (i) enjoy a healthy diet; (ii) are adequately clothed; (iii) enjoy acceptable housing conditions; and (iv) have access to basic education and health facilities, Tanzania will have

achieved more economic success than many supposedly wealthy societies".¹

In Kenya, the needs would be similar to those in Tanzania except that in the case of housing conditions Kenya has identified the need to be more pressing and urgent in the urban areas than in the rural areas.

It is stated that:-

"although present standards of rural housing still leave room for improvement, the inevitable limitation on resources that can be devoted to housing improvement means that in this plan period, at least, the government has to concentrate mainly on the problems of urban housing. It is in the urban areas that the worst housing problems manifest themselves."²

The causes of housing problems in the urban areas in Kenya may be many, but the major one is rapid population influx into these centres. The accelerated population growth and migration into the towns has put a burden upon the housing agencies whose capacity is insufficient to provide an adequate supply of housing.

¹United Republic of Tanzania. Tanzania Second Five Year Plan for Economic and Social Development 1969-74 Government Printer, Dar 1969 p.2

²Republic of Kenya. Development Plan 1974-78 Government Printer, Nairobi 1974, p.469

For instance, while in 1962 the urban population was only 660,000 out of the national population of 8.6 million, the figure had increased by 65% to about 1.05 million out of the national population of 11 million in 1969. This represents an annual growth rate of 7.3% for the urban population as against 3.4% for the whole country. At these rates of growth, the urban population is estimated to account for 15% or 2.7 million of the national population in the year 1980, and this would probably double to 30% by the year 2000.¹ At this rate of growth it was estimated by the Ministry of Finance and Planning in 1977 that Kenya needed a total of 80,000 housing units per year in the urban areas to cater for population increases, and to overcome the existing short-fall together with replacement of those beyond repair.²

However, in the second plan period 1970-74 it had been estimated that Kenya produced only a total of 25,000 housing units in the urban areas. This averaged 5,000 units per year which represents less than ten per cent of the total annual requirement. In the

¹Ligale, A. The Scale and Pace of Urbanisation In Kenya. Paper read at Commonwealth Association of Planners Conference. Nairobi, February, 1974.

²Ministry of Finance and Planning. Funding of Housing for Low Cost Workers. Paper read at COTU workshop on Housing for Low Income Workers at Kisumu. November 23-26, 1977.

third plan for 1974-78 it had been intended to provide 100,000 housing units comprising 68,000 site and service schemes and 32,000 complete housing units. This target if realized would only provide 20,000 units per annum, which merely represents a quarter of annual requirements. The actual output during this period was about 9,000 units including 3,000 units under the site and services programme. This is less than 10% of the total requirement for the period July 1974 to 30th June 1978. The main reasons for this shortfall include the world-wide inflationary trends at the beginning of the plan period which compelled the government to make cuts in certain capital projects in favour of imported oil whose prices had soared beyond expectation. While cuts were made in the budget figures, costs of construction increased so considerably that only fewer units could be provided with the available funds.

The second cause of housing problems in the urban centres in Kenya is that unlike in the industrialised countries we are less prepared for urbanisation. This is because the demand on our more limited resources for industrial development, education, health and other infrastructure expenditures limits more sharply the proportion of resources to be allocated to housing. Out of a total of fixed capital formation of £298 million in Kenya in 1976, only £44 million representing

about 15% was invested in housing infrastructure. Perhaps if we had been able to spend more on fixed capital formation, the housing share would have been larger. But there is also the other reason that our economic concepts are themselves in the process of development and verification so that there arise divergencies of opinion as to the role of housing in the economic development of our country. For instance, it is often asserted that housing expenditure requires too many inputs to produce few outputs. Although this has not been verified in Kenya, it has been shown elsewhere in the United States of America that it takes \$7.00 of investment to produce \$1.00 increase in value of additional housing services per year, while only \$1.80 of added investment would be required in a steel plant to yield \$1.00 increase in the value of steel produced per year.¹ This state of affairs could lead to housing being subordinated in the priority of expenditure with the result that only few housing units may be produced. Third cause of inadequate provision of housing in our urban centres is the notion that housing should always be of high quality and durable if it is not to degenerate into slum. This originates from inherited standards of

¹See Charles Abrahams. Housing in the Modern World. Faber and Faber, London, 1964 p.107.

town layout and zoning, and housing construction which were aimed at maintaining a city in a splendid state without reference to economic realities of the inhabitants. Thus, it remains the objective of the Kenya Government in 1974-78 plan period "to ensure that housing design and construction conform to Government standards and that each housing unit constructed in urban areas shall have at least two rooms, plus its own kitchen and toilet".

If the above standard is to be maintained it would require about £2,000 to construct each unit, so that on average Kenya would need to spend at least £160 million annually to provide the needed housing. This amount would need to be increased annually at the rate of about 20% being the rate at which building construction costs have been increasing in Kenya between 1973 and 1977.

In 1973 the government had planned to provide 50,000 serviced plots at £300 each, but when a revaluation of the programme was carried out in 1975, it was found that each unit now needed \$530 so that only 40,000 units could be provided with the same amount.¹ This represented 77% increase in cost of construction for the serviced plots, while the increase for completed units reached 100% mark.

¹Rihal, B.A. The National Housing Policy and the Role of the Private Sector. Build Kenya Magazine, September 1977, p.20

The above constraints point to the fact that, for sometime to come meeting housing needs in a country like Kenya will remain a goal that cannot be easily achieved. From a housing survey carried out by the United Nations in the 1960s it was reported that the majority of the countries only produced less than four dwellings per annum as against a minimum of ten housing units for every 1000 inhabitants per annum that was recommended by the United Nations.¹ It is this inability to provide enough housing stock that makes it necessary to maintain and modernise the existing housing stock so that they can last much longer for the future generations.

In order to maintain the already completed housing stock, it needs to be impressed upon the planners and housing experts that more stress than had hitherto been accorded should now be laid on this aspect. To achieve this, there is need to be established housing management concepts and techniques that would not only retain the utility of the houses, but to promote community development, social improvement and sound financial arrangements for repayment of development costs as well as maintenance of the estates.

¹See World Housing Condition and Estimated Housing Requirements. United Nations Publication. Sales No. 65, IV.8.

Poor management of housing estates would in the first instance lead to loss in housing stock through rapid decay and deterioration of the structure and its surroundings. Such a state of affairs would not only worsen the housing shortage but it also involved the loss of capital and revenue. For instance, the Kenya Government has since 1964 provided to the local authorities a total sum of £50 million for the provision of 44,000 housing units in the various towns. With rapid deterioration of the houses constructed, such large sums would go down the drain, and because these sums are normally borrowed the councils would also lose revenue with which to repay the loans.

In one of the first public housing estates in Mombasa, the council ran a deficit of £12,000 on the estate in one given year leading to the estate being described as a 'white elephant'.¹ Thika Municipal Council has been running deficits in its housing fund since 1967. And in both Thika and Mombasa as much as 30% of the ~~income~~ total rent collected has had to be spent on repairs alone because of poor maintenance management procedures. These cases illustrate that poor management will only make it more difficult for us to provide more housing because of losses in revenue that could otherwise have been recouped for development.

¹Stren Richard. Policy, Local Politics and Urban Development in Mombasa. Unpublished PhD Thesis, University of California, Berkeley, 1971 p.418.

Where poor financial management leads to lack of money to properly care for the housing stock, this may contribute to bad health of the occupants. This would be contrary to public health requirements and would also lead to warring parties between tenants and the landlord. In most cases the tenants would be reluctant to pay rent regularly which further worsens the situation. Alternatively, they could resort to attacking the landlords in the press as a way of getting redress. For instance, one correspondent from Thika recently observed "my main concern is the general filthiness that is spreading in this town, poor hotels and poor services as well. The buildings go for years before paint is applied and the shops' floors and verandahs are rarely swept or washed. It is mud, everywhere mud, dust reigns in every corner of this town".¹

An estate that does not have refuse and garbage removed regularly becomes a health hazard with possible outbreaks of epidemic diseases such as cholera or diarrhoea. It is not uncommon to find that in some estates in Kenya refuse is not collected for days with the result that the estates become dens for flies. Leaking sewers may not be attended to for some time resulting in contaminated air, while leaking roofs or walls, if not quickly repaired, create dampness inside the buildings.

¹See Daily Nation Newspaper. Thika Needs New Buildings. May 3, 1978, p.7.

It should also be recognised that the physical provision of housing alone does not necessarily bring about the desired change in improving the living standard of those housed, unless effective management concepts and procedures are established to promote community development and social improvement. To the tenant a house should provide a home with all the amenities and facilities for a family life. Where tenants are unhappy they will instead contribute to the deterioration of the property by not taking care of their tenancy obligations. The tenants need to be educated on the rights and obligations that go with their occupancy, they need that their requests be attended to promptly, and they need the community facilities for themselves and their children.

But while stressing the significance of good management as being beneficial both to the tenants and landlord, and finally to the nation as a whole, there are certain factors that may mitigate against this becoming a reality in Kenya today. In many existing housing estates today the housing units are in single rooms provided with communal sanitary facilities. These units are generally overcrowded which places a strain on the facilities provided. Such estates owing to overuse tend to deteriorate faster than self-contained units and hence are more costly to maintain.

The overcrowding in these units is, of course, a result of housing shortage; it is also a result of African traditional customs. Our families are generally large and extended. Besides the problems created to management as a result of overcrowding, there is also the possibility of neglect on the part of the tenants. Most of the African traditional housing was simple to maintain; the roof was repaired only when it leaked, and when the walls started collapsing, a new house was built instead. Questions of keeping walls repainted or repairing plumbing and sanitary appliances did not arise. This attitude could also be true in the case of landlords as has been illustrated with the case of a correspondent from Thika above. When repair works are neglected, whether by tenant or landlord, these lead to rapid obsolescence of the building structure and its environment. A minor roof leak may eventually lead to the whole of roof timber rotting, while a minor crack in the wall may lead to dampness spreading in the building fabric. This attitude of neglect arising from the tenant's lack of appreciation of the seriousness of every minor defect in a modern building could be improved upon through good property management techniques. The tenant would be made to learn and appreciate the need for property maintenance through demonstrations and manuals provided by the housing

staff. This education process would, of course, only succeed if there were enough trained personnel in housing management in Kenya today. This has not been possible because the staff development for local authorities in Kenya has lagged badly. Quite often the Directorate of Personnel Management has severely pruned staffing requests by local authorities, while the Ministry of Local Government has not always appreciated how much support, training and guidance should be supplied by central government to enable local authorities become competent in handling their problems. There is no single properly qualified housing manager working for any local authority in Kenya. Under the circumstances therefore there is no appropriately capable person to educate the tenants or even prepare maintenance manuals that would be used by tenants. Lack of support from the central government may, however, not be the only reason for poor staffing in the local authorities. The councillors who form the policy body have in most cases insisted on having people of their own tribe or ward employed even though they lack the necessary education. This has hampered the employment of qualified staff in some local authorities, and indeed in most of them. In an address to Kenya Press Club, the Minister for Local Government, Mr. Matano, said, "the calibre of most councillors in most local government authorities leaves a great deal to be desired. Often they are too

corrupt and ill-informed, with the result that they create undue conflict between themselves and council officials.¹ This widespread interference of elected councillors in the day-to-day administration of the council's business and the consequent misuse of the committee system where councillors insist on what they want despite advice from technical staff cannot augur well for the proper functioning of the councils. And in addition to this unwelcome role by councillors there is also inadequate role definition and internal co-ordination within various council departments. This comes out clearly in the case of housing management where the duties in certain councils are shared by four or more departments. In this confusion, poor performance becomes the rule rather than the exception. There is also the practice by the various council officers to treat council affairs as personal matters, hence the failure to display corporate approach to the business of the councils. All the above factors contribute in varying degrees to the lack of good housing management practice in the local authority housing estates, with the resultant rapid deterioration and often collapse of housing units. The more

¹Matano Robert. The Challenge of Local Government. Address to Kenya Press Club. The Weekly Review Magazine, August 30, 1976.

the houses collapse the smaller the stock becomes, and given that the rate of house production is lower than the rate of population growth, the worse the housing shortage becomes. There is, therefore, an urgent need to undertake a study that would suggest in what manner the few national stock of housing provided through the local authorities should be managed not only to maintain their utility but also to preserve them as homes for future generations.

1.2 The Study Objectives

The primary objective of this study is to carry out an assessment of the housing management practices undertaken by the local authorities in Kenya with respect to the public rental housing estates. The study will attempt:-

- i) to identify the problems and bottlenecks confronting housing management operations of the local authorities;
- ii) to draw some conclusions regarding the problems and bottlenecks in the operations of the housing management functions;
- iii) to assess the implications of these problems in the wider context of national housing policy;

- iv) and to finally formulate and evaluate possible alternative arrangements for overcoming the problems and the bottlenecks identified.

1.3 The Study Assumptions

The first assumption and one that gave rise to this study is that the state of inadequacy displayed by current efforts to match housing supply with the housing need is likely to be with us for some time to come. Thus it will be necessary for the country to rely to a great extent upon the houses already provided for meeting the family housing needs from twenty to a hundred or more years. This will only be possible if good housing management practices are adopted by the local authorities and other housing institutions so that the loss of stock is not more than the 3% allowed for normal wear and tear in *Source* assessment of housing needs.

The second assumption of this study is that the provision of housing structures alone does not greatly improve living conditions of tenants in local authority rental housing estates. A good home commences with the physical provision of a house but to develop it into a social concept of a home requires a few more steps. There must be a well established environmental

philosophy to effect the physiological and mental well-being of the occupants. The philosophy has to incorporate questions of health, family feelings and emotions, type of social contacts and relations with the neighbours and other members of society. That is, social welfare of the tenants is as equally important as the prevention of the housing structure and the environment from deterioration.

The third assumption of this study is that housing management in the local authority housing estates would be more successful when based on a system of constitutional authority. That is, a system where there is considerable delegation of executive power and responsibility and where employees are encouraged to stand on their own feet and take initiative. This assumption presupposes, however, that the housing staff are sufficiently trained and qualified to handle the work delegated to them. It also presupposes that the Council sets down targets or standards of performance for each housing management function. Where either the staffing position is unsatisfactory or the system of authority is autocratic, poor management functions will be the outcome. Competence of the housing staff and the system of their selection and recruitment will determine what responsibility can be placed on them. Where they are not given enough responsibility they would either refer

everything to the council, or may leave problems unsolved with the resulting loss of efficiency.

The fourth assumption of this study is that there is need to let tenants and occupants to participate in the management of their environment. This would hopefully ease the work of the council staff if the tenants undertook certain responsibilities like running their own welfare functions in the community facilities provided by the councils. In this regard the study also presupposes that the tenants will be educated by the council staff and made aware not only of the need but even how to maintain the quality of the physical environment. The education of the tenants should include demonstrations and provision of maintenance manuals on the various parts of the buildings to the tenants. Such a process would also have the positive results of eliminating the many negative aspects of tenant behaviour such as wanton destruction of fixtures and fittings, or decoration. Through the same process the tenant would also learn the need to respect the wishes of other families.

The fifth and last assumption of this study is that lack of finance is not a constraint to the management of the local authority housing estates because such schemes are expected to be self-supporting in revenue and expenditure. This study therefore, disqualifies

the question of "lack of finance" as being irrelevant to the management of local authority housing estates. Any lack of good management should be explained in some ways rather than be attributed to lack of finance.

This study, however, recognises that there may not be one perfect system of housing administration for all local authorities. Needs and priorities may differ widely in terms of their sizes and volume of housing problems. These needs and priorities may also require change from time to time, in which case local government administration should be sufficiently flexible and adaptive to the changing needs.

1.4 The Choice of Study Areas

The study areas shown in Fig.1 as circles are Mombasa, Kisumu and Thika Municipal councils together with the air, road and railway transport routes linking them with the rest of the country. These three centres have been chosen firstly because the study intends to lay emphasis on the municipal councils rather than on all the 79 local authorities. A survey carried out by the Ministry of Housing and Social Services in 1975 showed that out of a total of 77,000 public rental housing units owned by local authorities in Kenya, 73,000 units were located within the 11 municipalities.

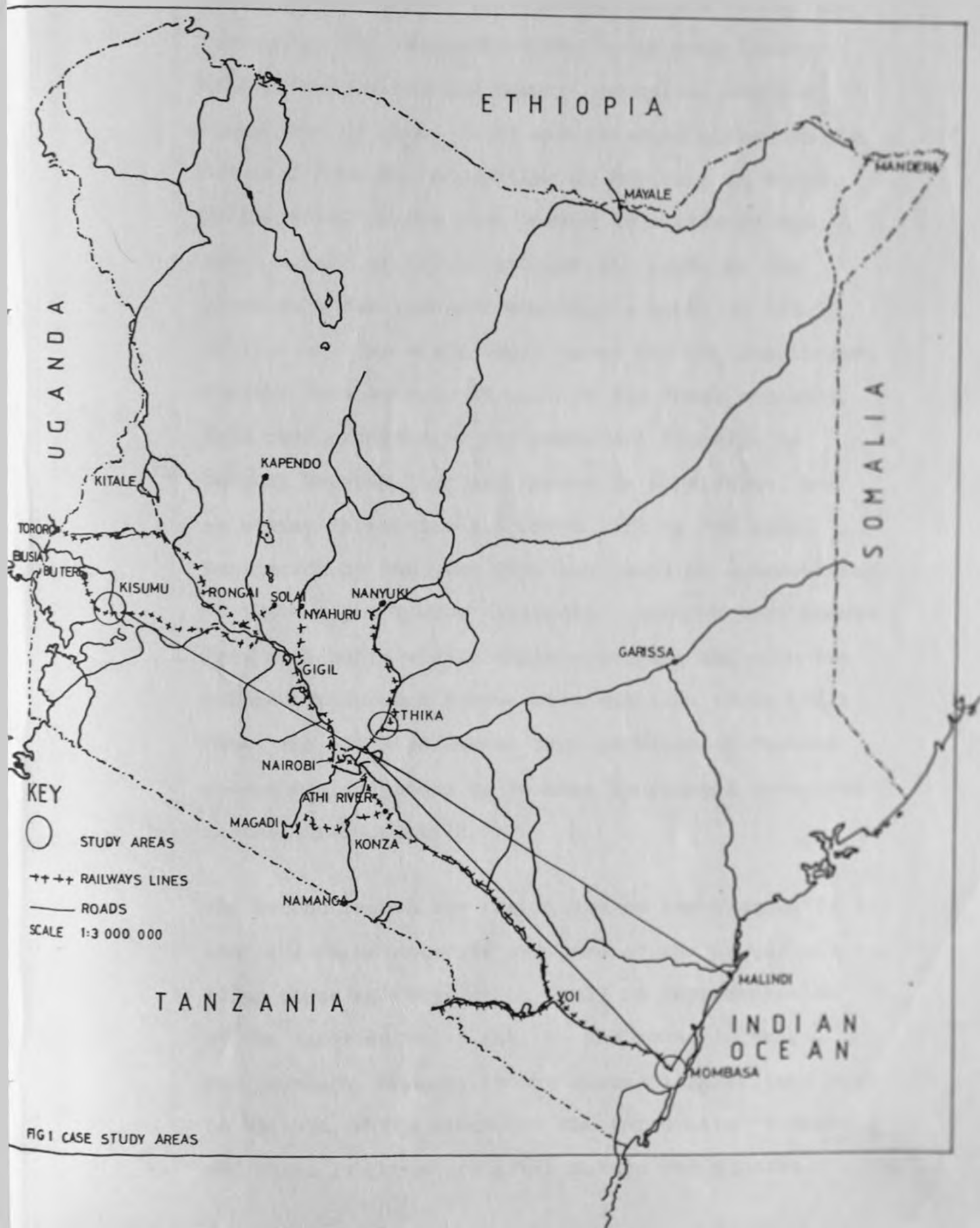


FIG 1 CASE STUDY AREAS

where the management is directly carried out by the councils. The remaining 4,000 units were located within town, urban and county councils, and the management of these units was invested either in the National Housing Corporation or Ministry of Works. Furthermore, in the plan period 1974-1978 of the total amount of £27.95 million set aside by the government for low-cost housing, a total of £23.95 million will be distributed among the municipalities, thereby leaving only £4 million for other councils. This over-emphasis on the municipal councils is largely because they are larger in population, and as stated in section 1.1 above, 82% of the total population by the year 2000 A.D. will be concentrated in these major towns. Therefore, because more houses have been built within these councils, and with the prospect that more houses will continue to be built here, the study considers that problems of housing management are bound to be more pronounced here than in the other councils.

The second reason for the choice of these areas is that the three councils are some of the larger and older towns in Kenya which would be representative of the experiences of most of the towns in Kenya. For instance, Mombasa is the second largest town next to Nairobi, while Kisumu is the third after Mombasa and Thika is the sixth after Nakuru and Eldoret.

according to 1975 population estimates.¹ Mombasa and Kisumu are also among the oldest municipalities and therefore likely to have established some system of housing administration that would be worth scrutinising. Thika only became a municipality in 1967 but is an example of a rapidly growing industrial town and would therefore, be quite representative of the younger municipal councils in other parts of the country.

The third reason for choosing these areas is that they are located in various climatic zones, each of which may have some bearing on house design, building materials and other aspects, all of which may create different management problems. Mombasa lies in a hot and humid coastal zone at an altitude of 65 metres above sea level. Kisumu lies at an altitude of 1146 metres, and on longitude 34°45'E and latitude 00°06'S in the lake zone. It has lower humidities than Mombasa but is characterised by strong winds. Thika, on the other hand, lies in the highlands zone with its moderate climate, being only 47 kilometres north of Nairobi.

¹See Weekly Review Magazine, August 29, 1977 p.37.

1.5 The Scope of Study

Housing management is a broad field that extends from design to demolition, and embraces a host of technical and human social problems. Demolition includes ~~plus~~ clearance, squatter upgrading and settlements. This aspect of housing management is already a subject of study in Kenya sponsored by the Kenya Government and the World Bank, and is being conducted in Nairobi, Mombasa and Kisumu.¹ Housing management is an interdisciplinary subject calling for an application of building technology, law, economics, sociology and accountancy. In his every day work a housing manager deals with brick and mortar, finance and people in the form of staff and tenants. He must also attend committees.

In terms of housing design and development by the local authorities there are several schemes that could be involved. These include the houses provided for rentals to the public, those for tenant-purchase and mortgage schemes, and finally the site and service scheme developments. The administration of all these schemes could fall under a housing manager.

¹Waweru & Associates, Low Cost Housing and Squatter Upgrading Study. Report to Government of Kenya, Nairobi, March, 1977.

Needless to say, it is practically difficult at this stage in terms of the time and finances available for this study, to cover all the aspects of housing management for the various schemes in all the existing 79 local authorities scattered throughout Kenya. It is on this premise first that a choice has been made of study areas as explained in section 1.4. above. Having made the choice of study areas, the research will then concentrate on the day-to-day management aspects requiring skilful control of men, materials and money to achieve a well-maintained and desirable housing environment for both the benefit of the council and the tenants.

The exercise will involve an examination of each of the three local authorities' structure at the council and committee level in the light of the powers and regulations for local government administration in Kenya; and the administrative set up and resources available for each specific management function.

The aspects of management functions to be studied will include assessment of housing need and tenant selection process, rental policy and accounting, maintenance and repairs organisation, and the welfare work in housing management.

The study has been organised into six chapters. Chapter one covers the general introductory formalities of the study. These include a statement of the problem and its significance, the objectives of the study and the main study assumptions, the choice of study areas and scope of study, the review of related literature culminating in the development of housing management standards and criteria for measuring performance, the definition of important terms, and finally an account of how the study was conducted and the methods applied in data processing. Chapter two provides background information as to the process of housing development in Kenya and the various roles played by the local authorities and central government. Chapters three, four and five deal with individual case study areas of Mombasa, Kisumu and Thika. Each chapter is self-contained and capable of being read as a separate study on its own right. Chapter six evaluates the findings of the case studies and develops the main conclusions and recommendations of the study. The study is then summarised and concluded in the final part of this thesis.

Footnotes appear at the bottom of each page where numbered reference is used. A selected bibliography appears after the conclusion. Appendices are attached at the end of the study.

1.6 Review of Related Literature

1.6.1 Introduction

Housing management is one of the most varied and least specialised of the real estate professions. As a corporate responsibility of a local authority, housing management should involve research, advice and administration of housing services. The scope of housing services may vary with the size of the local authority, but in general, they will include assessment of housing need and demand, programming and provision of houses to satisfy the need, administering the houses when completed, and ensuring the welfare of the tenants in the houses so provided.

Housing management is an inter-disciplinary subject so that an engineer, architect, lawyer or sociologist per se would not necessarily make a competent housing manager. He needs to have an appreciation of management principles, sociology, law, economics, building technology as well as accountancy. When the housing manager has been so professionally qualified, he should encourage the provision of comprehensive training schemes within his establishment for new entrants to the housing service.

1.6.2 Housing Management Indicators

Looking through the existing literature related to the various aspects of housing management one does not find any clearly developed criteria to determine the achievement or efficiency of management practices. There is a tendency to justify "WHY" houses should be properly managed and maintained but there appears to be very little attention paid to "How" or "How To" manage and maintain them. One argument advanced in favour of the present approach is that many business practices change in response to altered conditions, increased knowledge, legislative enactments or the social and cultural aspirations of the country. It is argued therefore that even if an attempt was made to apply scientific and innovative techniques in managing housing environments it would still not be easy to measure achievements universally. However, while this approach may be useful in the long run as it enables housing managers to set their own standards according to experience and circumstances, in the short run there is strong need to set specific standards that would need to be tested with the passage of time. Macey and Baker (Britain, 1965)¹ have defined "good housing management as the application of skill in caring for the property, its surroundings and amenities, and in developing a sound

¹Macey J.P. and Baker V.C. Housing Management. Estates Gazette Ltd., 1965.

relationship between landlord and tenant, and between tenants themselves, in order that the estate as well as the individual houses, may give the fullest value to both the landlord and the tenants. From the landlord's point of view it is desirable that the properties should be as efficiently and economically maintained and managed as possible, while from the tenants' point of view, the house should provide a home, the focal point for a full and happy life for the family, set in surroundings where there are opportunities for attaining the wider goal of a full and community life". The authors have proceeded further to define the scope of work involved in housing management which ranges from design to demolition and embracing a host of technical and human problems. These comprehensive definitions have accurately laid bare what good housing management would achieve but there is no specific criteria that would be used by a housing manager to gauge his performance. That the management should be both efficient and economic is relative. The two terms would have no real meanings unless they are considered in connection with stated objectives. One would think of economy in terms of savings or return per shilling of investment. In its most general sense it means getting as much as possible of what one wants in terms of objectives by use of the means which are available.

In this respect one would need to define the property owners' objectives and then define how the objectives would be realised. However, the objectives would have to be reasonable and to be in the interests of the tenants as well as the community as a whole. On the other hand, when a system is efficient, in the words of Advanced Learner's Dictionary of Current English, that system is capable of "producing a desired or satisfactory result".

An efficient management system would then be considered as reflecting a relationship between input (resources such as labour, materials and/or capital) and output (desired result capable of being quantified). Thus like in the case of economy, the term efficiency would need to be used against set objectives and methods of realising the same. In the Kenyan context, economy and efficiency with respect to management of local authority housing estates would be judged first and foremost in financial terms. For instance, one would start by asking what proportion of the rent due was actually collected in a given month or year; and also how much of the rent collected has been spent on keeping the estates to earn the same money. The rental calculation for all local authorities is standardised by the Ministry of Housing and Social Services and is not a "market-clearing rent" but an

"economic rent". That is, rents are set to cover loan charges plus various variable costs. This amounts to about 11.5% of the gross cost of a house per annum. One would expect that where allocation procedure was efficient, i.e. where houses have been allocated to those who can afford the rent and have the commitment to do so, no more than one per cent of the anticipated income should be outstanding on the date the rent is due. That is, the authority should receive more than ninety-nine per cent of the rent due. This target could only be achieved if the authority has an efficient allocation system and has an equally efficient rent collection procedure. It may not be possible to expect 100 per cent collection owing to possibility of voids due to delay in re-allocation or where some tenants suddenly find themselves unable to pay the rents. Tenants' ability to pay the rent has been laid down in Kenya's national housing policy during the current 1974-78 Development Plan in terms of 20% of the gross monthly income. Ideally a lower figure would have been meaningful but given our system of rental calculation based on capital value of the property and the operational costs, the fact remains that many people would still not meet this target. But even then we cannot excuse any housing administrator that cannot measure up to the standards of our national housing policy.

With respect to the economy, the study wishes to judge performance with respect to sums spent on operational expenses such as land rent, land rates, insurance, administration, maintenance and repairs. Whereas land rent, rates and insurance expenditures will have been fixed by other bodies and not the housing authority, the expenditures on maintenance and repairs are predetermined in the rental calculation. In Kenya, the Economic Planning Section of the Ministry of Housing and Social Services, has recommended that 2% of the cost of constructing a house should be set aside for maintenance and repairs. We can express this figure as a percentage of economic rent to make comparison easy as follows.

Capital value of a house plus its site is considered as comprising land and construction cost of the house in the ratio of 1:6 respectively.¹ Therefore where capital value of a given property is £X, then amount of construction cost would be £0.86X. In this respect the amount to be set aside for maintenance and repairs should be $0.02 \times 0.86X = £0.0172X$.

¹ Republic of Kenya. Government Personnel Circular Ref: D/P SAL COM 16/16/2A of 1971 for officers

living in their own houses the capital cost ceilings were given as £7000 including £1250 for land in the case of top civil servants, and £3200 including £500 for land for the lowest paid civil servants. This relationship of land to total capital cost is 1:6.

If the rent paid for the house is given as 11.5% of the capital value of the house, then the amount on maintenance and repairs may be expressed in terms of rent as:

$$\frac{0.0172}{11.5\%} \times 100 = 15.0\%$$

Accordingly our criterion for measuring economy in maintenance and repairs is that no more than 15.0% of the rent collectable should be spent on the same. However, where far less than 15.0% is spent on the above works, one would impute inefficiency on the part of the authority to undertake the same unless there are special reasons for the low expenditure.

The administrative expenses have also been given as amounting to about 7% of the economic rental value and therefore the housing authorities economy would be viewed against this figure. However, it is not clearly defined what items are included under the term "administration" and so for our purposes we shall not use this as a criterion in our study. The happiness of tenants is equally relative and should therefore be defined more concretely. There also needs to be defined what remedies would be open to the tenants where they do not feel happy. In a developing country like Kenya the concept of happiness cannot be left to be defined by the tenants themselves.

because to acquire a house in itself is considered a privilege and therefore the absence of amenities and facilities to improve the welfare of tenants may not be questioned by those housed. The Kenya Government in the current Development Plan for 1974-78 has noted that a "well planned housing of a minimum standard, when combined with social and other services affords dignity, a sense of security and proper status in society for the individual." And although the Government has not defined what the "social and other services" are, the standard of housing has at least been defined. All houses constructed in urban areas "shall have at least two rooms, plus their own kitchen and toilet". And the maximum occupancy rate for a two-roomed house is taken as five persons. Thus in measuring whether tenants would be happy with their surroundings the minimum standards stipulated by the Government should be a good guide. Where tenants are bundled up in single rooms with communal toilets and with no kitchen at all, their happiness would definitely be wanting and hence the performance of the housing administrators would be judged accordingly. Besides the above standards, the happiness of tenants will depend on what facilities are provided for general use in the estate. For instance, in Hong Kong estates are laid out to include gardens and playgrounds, shops, private medical clinics, restaurants

and kindergartens. In some of the higher blocks, play spaces have been provided inside the building so smaller children have an opportunity to play near their flats. Club rooms and community centres have been built in the estates. Some run classes in tailoring and cooking for the wives, while there are film shows and other activities for the entire family.¹ It is not contended that all the above facilities must be provided as a rule, but it still needs to be emphasised that lack of children's playgrounds, shopping facilities such as butchery and provision store, and community centres in an estate would portray poor housing management practices.

United Nations Department of Economic and Social Affairs have defined management in terms of better living environment as follows:-

"The art of housing management makes the difference between maintaining and improving a structure or permitting deterioration of the plant and buildings. In short, property management creates a better living environment."²

¹Syagga, P.M., The Social Aspects of Housing Management. Build Kenya Magazine, September 1977, p.27.

²United Nations. Basics of Housing Management. New York, 1969. Sales No. E.69. IV.12.

The duties of a housing manager have been summarised in the same publication in the following words:-

"In summary the effective manager gives his attention to the skilful control of men, materials and money to achieve a well maintained and desirable housing environment. He deals not only with efficiency and economy, but equally with questions of ethics and humanism".

As is typical with most studies in housing management there are no specific set down criteria as to how a "well maintained and desirable housing environment" should be measured. S. S. Yahya (1976) writing about emergent style of property management in Kenya described the African landlord as a poor maintainer of property on the ground that:

"Essential work which should have been carried out periodically such as internal and external decorations, repairs to roofs and the upkeep of drains and septic tanks are ignored".¹

Yahya's criterion for good maintenance ~~seemed~~ to have been based on frequency in time of carrying out certain works, although he does not say what the

¹Yahya, S.S. Urban Land Policy in Kenya. Unpublished PhD Thesis, University of Nairobi, 1976 p.50.

periods for carrying out such works should be. But even if he had stated the periods when certain works should be performed it would still not apply universally because not every repair work can be programmed; some would be unpredictable. Thus the standard should not be how frequently the toilet cistern is repaired, but rather whether some work which ought to have been done when breakage occurred had actually been made good. It would be improper not to attend to a leaking roof merely because the normal programmed maintenance is due next month. A distinction needs to be drawn for instance as between "car servicing" and "car repair", for the former may be programmed while the latter may not be programmed.

I. H. Seeley (1976) quoting BS 3118 defined maintenance work as:

"work undertaken in order to keep or restore every facility, i.e. every part of a site, building and contents to an acceptable standard".¹

Seeley further sees the process of maintenance work as being divided into "planned" and "unplanned". Planned maintenance may be further subdivided into

¹Seeley, I.H. Building Maintenance. MacMillan Press, 1976, p.2-20.

planned preventative maintenance work, i.e. work directed to the prevention of failure of a facility carried out within the expected life of the facility to ensure its continued operation, and planned corrective maintenance work, i.e. work performed to restore a facility to operation or to an acceptable standard. Unplanned maintenance is the work resulting from unforeseen breakdowns or damage due to external causes. Planned maintenance may be described as both "predictable and avoidable" depending on use, quality of construction materials and the weather elements. It is possible to undertake such maintenance work on a programmed basis as for instance, repainting walls every two years or rewiring the whole building after thirty years. But one would not programme accidental breakdowns. The criteria for efficiency in such works will be seen through the quality of work which is carried out and by the speed with which the authority is able to react to requests for such work from tenants. With regard to acceptable standards as a criterion, the assessment of the condition of a building, or even of a surface, is to some extent subjective. The attitudes and views of those who live or work within the buildings will often be important in deciding when maintenance is deemed necessary. In Kenya, however, the Registered Land Act, Chapter 300 of the Laws of Kenya in Section 55 defines the

standard of maintenance conclusively thus:

"Where an agreement is contained or implied to keep a building in repair, it shall in the absence of an express provision to the contrary mean in such state of repair as that in which a prudent owner might reasonably be expected to keep his property, due allowance being made for the age, character and locality of the building at the commencement of the lease".¹

And in terms of health, section 117 of the Public Health Act, Chapter 242 of the Laws of Kenya specifically requires local authorities to ensure that buildings are constructed and maintained in such a manner that they are neither injurious, unsafe nor dangerous to health".² Here again like in the case of the Registered Land Act above, what is injurious, unsafe or dangerous to health will be examined in terms of a 'prudent person". Obviously a house with a leaking roof, blocked drain, a broken door or a non-ventilated room would be unsafe or dangerous to health.

¹Republic of Kenya. The Registered Land Act, 1963 Section 55.

²Republic of Kenya. The Public Health Act, Section 117-124.

Nor would a prudent man afford to spoil the aesthetic or reduce the economic value of his house by allowing paintwork to peel off or tall grass and shrubs to grow around his house. Equally he would not wish to see garbage lying around the compound.

In one case in Britain, it has been held that one broken sash cord rendered a house unfit for human habitation. This was because the cord in question prevented a bedroom window being left open. The house had only two bedrooms, and this deprived half of the house's sleeping accommodation of ventilation.¹ In Kenya, it is the author's opinion that in defining maintenance standards, the Registered Land Act and the Public Health Act cited above form a good basis for measurement. What may need to be done is to prepare a list of possible defects in a building which a prudent person would be expected to make good. The study proposes to examine the housing estates owned by the local authorities on this basis.

1.6.3 Housing Management Systems

The local authorities in Kenya have been developed and organised on the traditional English County Borough Model, where the management structure comprises both the council and its cumbersome committees as the

¹See Housing Monthly, Journal of the Institute of Housing. Volume 13 No. 11 of December, 1977 p.11

policy making body, and executive departments to implement the policy decisions.¹ The structure of the departments responsible for housing functions may vary considerably. This may be largely because local authorities vary in size in terms of population and housing units, and also in the scale of their housing problems that would need varied organisation structures.

The Central Advisory Housing Committee in analysing the management structure of fifty-four local authorities in Britain identified four departmental organisations in existence.²

i) There was the case of a separate housing department headed by a Housing Manager who was directly responsible to the housing committee for all or most of the aspects of housing management.

ii) A variation from the above was the case of a housing section headed by a Housing Manager within a larger

¹Coopers and Lybrand Associates Ltd. Nairobi's Housing Needs. A report to the Nairobi City Council. April 1977, p. 10/1.

²Central Advisory Housing Committee. Councils and their Houses. HMSO, London 1958.

department, and responsible to the departmental head for all or most of the housing management functions.

iii) A third case was where no identifiable housing department or section existed but where there was an officer responsible under another officer for only part of the work connected with housing management.

iv) The last case identified was that where no single officer responsible for housing management functions existed but that each of the council's chief officers dealt separately with that part of housing management aspect related to his principal functions.

The committee after analysing the implications of each of the above management structures made the following recommendations.

Firstly, because various housing management functions are closely inter-related, and secondly because it would be easy for tenants to deal with one officer rather than several, all housing management functions

should fall under a separate housing department under an appropriately qualified officer. In the case of smaller authorities, however, where the establishment of a separate housing department was not feasible, the functions should be divided into those dealing with human relations and those dealing with the physical environment. That is, matters related to letting, rent collection or receiving requests for maintenance and repairs should be the responsibility of a housing manager, while the task of maintenance and repairs of the estates could be the responsibility of another officer such as the council engineer. This study considers the first recommendation as reasonable and in line with modern management theory as it would make planning, organisation and co-ordination of the various functions of housing services easy under one department. The study considers that under such an arrangement the department would then be divided on a functional basis according to specialist functions under suitably qualified executives. It would in this way be possible for the department to undertake comprehensive management functions including research, advice and administration of existing estates. The study considers the committee's second recommendation as cumbersome. There will arise instances of divided responsibilities without proper co-ordination. For instance it would not be clear as

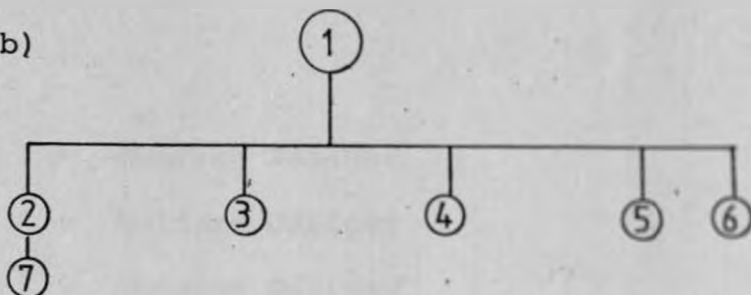
to who will be responsible for carrying out assessment of need and demand for housing; it will not be clear as to who should control the maintenance fund where both the engineer and housing officer are responsible for maintenance and repair work; or who should programme planned maintenance. It is therefore considered here that this form of arrangement makes it difficult to undertake housing management functions as a corporate responsibility.

Cullingworth and Kain in a study on "housing administration in new towns" in 1968 noted that there was no accepted "model of housing administration which we could safely use in place of a criterion".¹ In most of the Development Corporations in England and Wales the authors found that the most typical form of organisation for housing services was for the Estates Department under a Chief Estates Officer to be responsible for all aspects of housing management, but with a subordinate housing section under a housing officer responsible for selecting tenants, collecting rents, reporting repairs and for the welfare of the tenants. Repairs and maintenance are typically undertaken by a separate section of the

¹Cullingworth, J.B. and Kain, V.A. The Ownership and Management of Housing in New Towns. HMSO, London 1968.

Estates Department. Under this arrangement, it is possible to identify the various specialist sections under the department in a diagram in figure 1 (b) below.

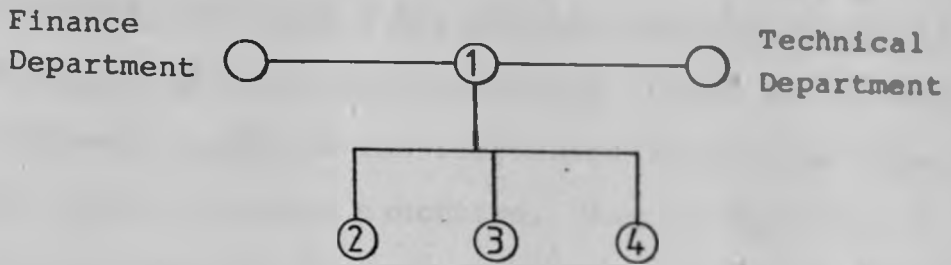
Fig. 1(b)



- 1 = Estates Manager
- 2 = Housing Officer
- 3 = Maintenance Officer
- 4 = Estates Officer
- 5 = Administration/Accounts Officer
- 6 = Special Housing Projects Officer
- 7 = Welfare Assistant

In Scotland the pattern was found to be rather different. There were cases where housing management, (except for rents which are collected by the Finance Department) is under a qualified Property Manager. A variation from this was the case of a housing section under a housing manager responsible for housing functions other than repairs carried out by a technical department and the rents collected by the Finance Department. The latter case may be represented diagrammatically as follows:

Fig. 1(c):



- 1 = Housing Manager
- 2 = Welfare Officer
- 3 = Estates Officer
- 4 = Special Housing Projects Officer

Of the nineteen new local authorities surveyed only five had single departments responsible for all housing functions. Three had one department responsible for all functions except carrying out repairs. In some cases rents and repairs were the responsibilities of departments other than the housing department or section.

While agreeing with the authors that there may be no one perfect organisation system for managing housing estates, I still contend that for the sake of "efficiency" and "economy" described earlier in this section, some form of criteria still need to be set to measure the effectiveness of management even if this would mean applying straight business concepts to local authority housing management. It is the basic hypothesis of this study that all housing

management functions should be the responsibility of one executive in a local authority. That is, housing management should be the responsibility of one department, under a senior executive. And in the case of councils where several committees may be responsible for housing management functions there should be a single housing committee responsible to the council for all policy matters, while the department would be responsible for the execution of the policy. Such an arrangement would have the advantage of both "the unity of command" and the "scalar principle". Unity of command relates to the fact that no one member of staff in an organisation should report to more than one superior on any single function. The aim is to avoid conflict in orders from different people relating to the same subject. Scalar principle requires that authority and responsibility should flow in a clear and unbroken line from the highest executive to the lowest. This has the advantage of speeding up the passage of information and instructions. This form of arrangement with full co-ordination under one head would avoid overlapping, duplication or neglect of detail. Regarding the quality of workmanship, it is considered appropriate that housing management functions should be trusted to adequately trained people, and not left in the hands of amateurs. This requirement would enhance decentralisation within the

department to avoid delays in taking actions in such urgent matters as repairs or settling disputes between quarrelling tenants in an estate. The degree of delegation should depend on the amount of skills and competence possessed by subordinate executives.

1.7 Definition of Important Terms

The need to define terms in a study of this nature arises because terms often have special meanings in different fields. For instance, although terms "management" and "administration" are used interchangeably in relation to all types of organized activities to identify the processes of using resources effectively to attain the desired objectives, the term "property management" has certain special references to real property business. Although the owner of a property might manage it himself, the term "property management" is applied to situations in which someone other than the owner performs the management function. The term "administration" would then be applied to the broader managerial processes, while management with respect to real property would retain the specialised sense above. In practice, however, when an individual owner or a business firm manages a property, the principles and methods of the property manager are applicable. These principles have been embodied in Light's definitions which are quoted

below:-

"Management is the body of knowledge about managing. Managing is the process of planning, organising, directing, co-ordinating and controlling men, materials, machines and money so as to secure the optimum achievement of objectives.

Managers are persons assigned to this process. They study management to improve their managing".¹

In this study the terms "management" and "housing manager" have been used in relation to the management functions performed by an officer in charge of one or more housing estates.

The term "housing estate" as used in this study has the same meaning as a completed "housing scheme". A housing scheme has been appropriately defined by the Housing Act as follows:-

"Schemes means a proposal for the

¹Light, H.R. The Nature of Management. Sir Isaac Pitman & Sons Ltd., 1974 p. 10.

tenancies it is an integral part of good housing management, since most occasionally, and a few tenants always need individual attention of some sort".¹

This definition although has not explained the sort of individual attention, it would not be unreasonable to think of welfare work as being similar to that of a public relations officer or a community development officer.

Macey and Baker writing about the welfare work noted that

"The primary object of such work is to establish a sound and friendly relationship between landlord and tenant, so as to ensure that the value of the house and the estate is preserved and, where possible, enhanced.

"Where some landlords might ignore a dispute between neighbours about noisy children or over the care of a dividing hedge, a far sighted landlord will find it pays to make some efforts to settle such differences and to encourage in tenants a feeling of pride in their house and its surroundings".

¹Rowles, R.J. (edt.) Housing Management. The society of Housing Managers, London, 1959.

arise from any defect or breakage in part of the property". Used in this sense, maintenance specifically refers to those works which can be predicted and programmed in advance, based on the knowledge of the use and life of various building components and materials. The authors have defined the word "repair" to 'cover the remedial action such as the replacement of some defective part'. Thus repair has been used to refer to remedial works arising from accidental damages such as replacing a broken window sash or leaking tap.

In this study, however, the term "maintenance" will have the same meaning as previously quoted from Seeley in Section 1.6.2. above.¹ In this sense the term "maintenance" refers to both types of work, i.e. both programmed and accidental remedial works aimed at restoring the property to an acceptable standard. Another term that needs to be defined in connection with housing management is "welfare work". Its scope may not be abundantly clear.

Rowles has defined welfare work as:

"extra work over and above that of a strict landlord-tenant relationship, but, at least, with property let mainly on weekly

¹See I.H. Seeley quoting from British Standard Institution, BS 3811, 1964. Glossary of General terms used in maintenance organization.

tenancies it is an integral part of good housing management, since most occasionally, and a few tenants always need individual attention of some sort".¹

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¹Rowles, R.J. (edt.) Housing Management. The Society of Housing Managers, London, 1959.

The study considers that the authors seem to view welfare work as geared more to making the management work easy for the landlord only. They do not seem to consider community development for the benefit of tenants as an integral part of welfare work. For the purpose of this study, however, welfare work in housing is deemed to include the provision and organisation of social facilities and activities as well as solving, where appropriate, tenants' personal and family problems.

Another term used in this study that may not have a universally accepted definition is "local government". The United Nations Office of Public Administration in 1959 defined local government to mean "a political subdivision of a nation, which is constituted by law and has substantial control over local affairs, including the power to impose taxes or exact labour for a prescribed purpose."¹ This definition is not appropriate to the Kenyan situation, because in our case no single local authority has the power to exact labour for any purpose. In the Kenyan context such a proviso would be tantamount to advocating "forced labour" which would bring bitter memories of slavery

¹United Nations. Public Aspects of Community Development. ST/TAO/M14. New York, 1959.

and colonialism to modern Kenyans. In 1961 the Cambridge Summer Conference on Local Administration in Africa came close to what this study considers a good concept of local government which was defined as "a form of decentralised government in which the central authority devolves definite powers and obligations upon a number of local authorities. These authorities represent the people locally and are responsible for their work both to those people and central government".¹ The conference noted that local government was "local" because its jurisdiction is limited to a certain area, the site of which is a "compromise between the areas of social unit and the areas over which services can be administered best". It further noted that local government is a "government" because the powers are devolved upon a political assembly and that these powers are general and not specific. In the context of this study the above definition gives the nearest concept to the system of local government in Kenya. The various local units are referred to as "local authorities" or councils. The nature of their composition and jurisdiction have all been clearly spelt out in the Local Government Regulations of 1963.

¹See Report of the Cambridge Summer Conference on Local Government Administration in Africa, August 28 - September, 1961.

1.8 Research Methodology

This study started in July 1976 with documentary research and preparation of questionnaires for subsequent use during the field surveys. The documentary research involved collecting data and information from written sources available in the University and other libraries. Public records by the Ministry of Housing and Social Services, Ministry of Local Government, Ministry of Finance and Planning, Ministry of Lands and Settlement and the National Housing Corporation provided the main sources of documentary data and information on housing and related matters for the whole country. Both published and unpublished studies by other scholars in related fields on Kenya and other places provided the secondary sources of written data and information. While spending time in the Ministry of Housing and Social Services Library, the author supplemented the documentary research with personal interviews and discussions with some senior administrative and technical officials of both the Ministry of Local Government and the Ministry of Housing. No questionnaires were used at this stage, but the discussions covered a wide range of issues connected with national housing policy and the role of the local authorities.

The field surveys were carried out during the vacations when the University was in recess. The first field survey was conducted in Thika during the month of April 1977. It took four weeks. The second survey was carried out in Kisumu for another four weeks during the month of July 1977. The third survey was carried out in Mombasa for six weeks from mid-August to end of September 1977. The procedure for conducting the field surveys was the same in each place.

The surveys were conducted by the author and two students from the Department of Land Development. In Thika, the first stage of survey was the interviews with the council officials using questionnaires that sought information on the council as a whole. The officials with whom appointments were made included the Town Clerk, the Town Engineer, the Planning Officer, the Housing Officer and the Public Health Inspector, as well as officials in the Town Treasurer's Department. The information and data required included staffing and council structure, general policy matters regarding housing such as number of units, maintenance and repairs, selection of tenants and proposals for the future. The interview was conducted by the author with the two assistants in attendance. A copy of this questionnaire is attached in the appendix. The second stage of the survey was

the collection of data and information from the written sources. These sources included the annual reports by various departments, abstracts of accounts and the annual financial budgets, the waiting list records, the maintenance and repair schedules, open files and the council minutes. The study was limited to the records kept since 1965 to the date of survey so that the study covered a period of about 10 years.

The third stage of the survey involved the physical survey of each estate in Thika. A questionnaire had been prepared in which information regarding building type, services provided, construction materials, and building failure characteristics such as leaking roofs, broken WCs and cracking walls would be inserted as appropriate for each house surveyed in each estate. While it was possible to give a general description of each estate, it was not possible to survey each building in each estate. It was considered appropriate to survey one out of ten units in each public rental estate. The choice of the units was carried out in the housing office where it was decided to follow the numerical numbering of the units in each estate, so that every first house was surveyed and thereafter every 11th house was surveyed in the same arithmetic progression. The total number of units surveyed in each estate was not less than 10% of the total. Much of this survey was carried out by one of

the assistants, after the author had done the first ten units with him. The fourth level of survey involved the interviewing of tenants in each estate using a third set of questionnaires. The purpose of the survey was to gauge the feelings of the tenants on the performance of the councils in managing the various housing estates. The choice of which tenant to be interviewed was based on house numbers chosen for the previous survey. From the cards in the housing office the order of house numbering was determined so that tenants were interviewed in the same houses that were also surveyed. The name of the tenant occupying the house was recorded but this did not always work out because most of the tenants who occupied some of the units that were constructed in 1948 no longer occupied the units, but the new tenants continued to pay rents in the names of the original occupants who in most cases were their relatives or friends. In each estate, the sample of tenants interviewed was not less than ten per cent. This exercise was carried out by the second assistant after the author had conducted an interview of the tenants in the first ten units. The tenants were interviewed after first explaining to them the purpose of the exercise and assuring them that what they said would not be told to the council. After such an assurance, the tenants were in most cases

very confident and talked freely. Some photographs were taken to show the physical conditions of certain estates.

A similar exercise was carried out in Kisumu using the same processes and with the help of the same two assistants. The exercise in Kisumu proved much easier for the assistants were now conversant with what to do.

In Mombasa it was not possible to survey all estates like Thika and Kisumu because there were 27 estates in all scattered as far as 10 kilometres away from the Town Hall. With the aid of a vehicle from the Director of Social Services and Housing office, we toured all the estates, but could not get use of the vehicle to conduct the surveys and interviews in the larger estates that had over 100 rental units. The procedure for interviews and surveys remained the same as for Kisumu and Thika.

The data and information received whether for the whole council or for each estate were eventually presented in the form of tables and charts. Percentages were used where comparisons were being illustrated. The results from the estates, however, were first analysed manually using assessment forms which are attached in the appendix. The results from each estate were added for the whole council then presented in tables and charts as above.

The author, however, recognises that this study may have a number of drawbacks in its findings. In the first instance, only three case studies have been chosen out of the 79 local authorities of varying sizes, administrative structures and responsibility. Yet the technique of case studies has been found to be a useful tool by planners and policy students in evaluating the experience gained in two or more development projects either within a single country or a number of countries as in a multi-national and cross-national context.¹ Similarly it is hoped here that the experience of these areas and the conclusions drawn therefrom would be applicable, though perhaps with some modifications to other local authorities in the country. The second drawback is that despite the fact that not all housing units and the tenants in each municipality were surveyed and interviewed and that not all council officials were interviewed, there was the added difficulty that some of the interviewees were both indifferent and sometimes unwilling to answer questions put to them despite the assurances that the answers they gave would not be used to incriminate them. Therefore not all the answers received may be genuinely representative of the sample survey. It is also not true that all persons interviewed were necessarily heads of households, although only one person was interviewed in each house, usually between 4 p.m. and 7 p.m. when

most people were at home and also on weekends.

The third drawback pertains to records kept by the councils. These were scanty and not easy to trace. Besides public records such as annual reports, council minutes, abstracts of accounts and annual financial budgets, other records were almost non-existent. For instance, no proper records were kept of the number of defaulting tenants, the kind of maintenance and repair works done and costs for each estate. Not only that the detailed records were not available, but even the public general records were not always available for every year on the grounds that past records had either been burnt or deposited in the strong room with other records so that it was difficult to trace them. In the circumstances, the study did not obtain as much detailed data and information from the records as should have been wanted to make the study more detailed.

CHAPTER II

THE NATIONAL HOUSING POLICY AND THE ROLE OF THE LOCAL AUTHORITIES

2.1 Housing in National Development

Housing in the form of shelter has been conceded since the dawn of civilization as a basic necessity for man, along with food and clothing. Upon shelter depends to a great extent man's health, happiness, his social and political stability, and generally his constructive contributions to the life of his community. The fact that a family owns its home gives that family a degree of security in a psychological and financial sense. It is for this reason that there is the rush for home ownership in the urban areas of Kenya. Despite its significance to human life, housing has been regarded in many countries more as a consumption good and low priority investment item in comparison to other national development programmes such as agriculture, education, health and industry. In comparison with agriculture and industry, for instance, it has been contended that as an economic activity, housing has a lower rate of return on capital invested. It has, therefore, been considered as a rule of thumb by many economic planners that despite varied local circumstances, up to 20% of the gross fixed capital formation, or that only as low

as 5% of the gross domestic product of a nation should be attributed to housing investment.¹ In Kenya, for instance, the whole building industry only contributed 26% of the gross capital formation in 1976 of which 60% was due to residential housing development. This represented 15% of the gross capital formation and 6% of gross domestic product, respectively. The ratios are even lower in a country like Denmark, where housing investment accounts for 3.5% - 4.5% of the GDP or 17.20% of the total fixed investments.

The result of this low priority in housing investment is reflected in the acute housing shortage in the major cities of the world today. The situation is even more serious for a developing country like Kenya where as discussed in section 1.1 of Chapter 1 above, there is rapid population inflow from the rural areas into the towns in search of better opportunities. These population inflows create the existence of squatter colonies which in turn will call for heavy government expenditure in both curative and preventive medicine. In the long run, more sums will be spent on squatter upgrading and rehabilitation. The expenditures could be avoided if more money could be initially spent to provide the population with adequate housing.

¹Donald R. Hanson. Report on Housing Policy for Sudan. Centre for Housing, Building and Planning. United Nations. New York, June, 1970.

The above case should not be the only reason, however, for increasing expenditure on housing development. Good housing is a necessary pre-requisite for industrial production. Well housed workers are said to have greater production per man-hour than poorly housed workers. The Kenya Breweries Ltd., for instance, have been housing their workers for half a century now for the same reason:

"We have housed our employees not out of necessity but because it makes sound business sense in that it assists production when an employee is not worried over the welfare of his family".¹

There is, therefore, need to ensure that industrial development is accompanied by residential housing development not only to improve the welfare of the workers, but also to improve their productive capacity.

In other studies, it has also been shown that the housing industry is a major generator of employment opportunities for unskilled labour and semi-skilled labour. In Kenya, for instance, housing construction currently supplies 12,000 man-years of employment.

¹S. N. Matiba. Housing Administration Seminar at Kenya Breweries Ltd. Training Centre. Nairobi,
25th June, 1976.

annually, and about 100 man-years of work for every one million shillings of investment.¹ These figures do not include the multiplier effect of housing construction on employment in sub-sectors, such as building materials and supplies, furniture making, transport services and infrastructure construction etc. When the above are considered, the amount of employment generated will certainly be higher. For instance, in the U.S.A., one job out of every ten is directly or indirectly provided by the building industry, of which housing is a major component. In Israel, one job out of every eight is provided by the building industry.¹ Therefore, if investment in housing construction was doubled, say to 30% of the capital formation, there would be considerable increase in employment opportunities. This will be particularly so in the case of Kenya where, for instance, the labour content in housing construction is as high as 45%. Of this, as much as 85% may be unskilled labour. Table 2A below gives the proportion of labour to materials in housing construction designed and supervised by the National Housing Corporation in 1975, while Table 2B gives the relationship between skilled and unskilled labour for similar projects.

¹United Nations. Preparing a National Housing Policy. The Office of Housing Agency for International Development. Washington DC, 1974.

²Charles Abrahams Op cit p. 111

TABLE 2A: MATERIAL AND LABOUR CONTENT

<u>Housing Project</u>	<u>Material Content</u>	<u>Labour Content</u>
Mortgage Schemes	70%	30%
Rental Schemes	67%	33%
Tenant Purchase Schemes	67%	33%
Site & Service Schemes	55%	45%

TABLE 2B: SKILLED AND UNSKILLED LABOUR

<u>Housing Project</u>	<u>Skilled</u>	<u>Unskilled</u>
Mortgage Schemes	25%	75%
Rental and T.P.	20%	80%
Site and Service	15%	85%

Source: Labour and Material Content Analysis in 1975. National Housing Corporation, Annual Report.

Increase in employment opportunities would, in fact, be a major consideration in a developing country like Kenya where unemployment is a major problem. And even after the houses have been constructed, they will still need qualified estate managers and skilled craftsmen to manage and maintain them for half a century or more.

Housing development also needs to be stepped up so as to relieve savings and unproductive capital into the economy. Where houses or serviced sites are provided in the towns in this country for owner occupation, there has been evidence of an incentive for attracting

otherwise unavailable savings into intermediary financial institutions in the form of down payments. The resulting institutionalised liquidity can facilitate the provision of short term credit as bridging finance for more house construction or long term credit in the form of mortgages for future house purchase. This would have important implications for the present and future economy of the country as the housing programmes will continue to be self-generating.

✓ From the foregoing, it has become evident that an increased expenditure in the development of housing will not only serve to meet the pressures of housing need, but equally such increased expenditure will serve to stimulate the economy as a whole. Thus housing development should be accorded a more substantial position in national development priorities. Once housing development has been accepted as an integral part of a national development programme, a housing plan should be drawn up. The plan should define the roles of the public and private sector by stating how many units each sector would build, or finance. The plan should at the same time recognise the part that housing management would play in maintaining the houses produced. Bad housing management is known to lead to a reduction in the lifetime of the housing stock. In this respect, the plan should state how housing management should be organised and financed for the good of

housing provided.

The following sections will examine the formulation and implementation of housing programmes in Kenya, and more specifically what role is played by the local authorities in these exercises. The final section of this chapter will then draw on the implications of the formulation and implementation of the programmes to housing management.

2.2 HOUSING POLICY FORMULATION AND IMPLEMENTATION

2.2.1 The Colonial Era

Looking back through the history of housing development since urbanisation and industrialisation started taking shape in Kenya, it would appear that housing has all along never been accorded the rightful place in the overall national development. In the early years, the colonial government's policy on housing provision was for the individual branches of the government and private individual enterprises to provide accommodation for their employees. This policy was enacted in the Employment of Servants Ordinance, which in Section 31 stipulated that:

"The employer shall at all times at his own expense either provide proper housing accommodation at the place of employment, or

the rental of proper housing accommodation."

There was, however, no definition of what "proper housing accommodation" meant, nor was there any stipulation as to how the requirements of the Ordinance would be enforced. Furthermore, the Ordinance did not indicate as to where those who received house allowance would obtain housing accommodation since no public rental accommodation was being provided.

As Kenya became a British East Africa Protectorate in 1895 immediately the construction of the "Uganda Railway" was started in 1896 to provide access to the strategic headwaters of the River Nile. With the railway the government embarked on a programme of "settlers" who were to invest capital and produce crops such as sisal, tea, coffee and pyrethrum. The railway would earn revenue by carrying crops to the Coast for export and by carrying imports from abroad inland. These farms were labour intensive and employed the bulk of the Africans who entered the labour market. By 1925, for instance, there were 125,000 registered African wage earners of whom three-quarters worked in the European farms. By 1950 the number of African wage earners had increased to 400,000 of whom one-third was still employed in the European farms.¹ For these employees the

¹Ominde, S.H. Studies in East African Geography and Development. Heinemann, London, 1971, p. 191.

farmers created "labour lines". These consisted of round, grass thatched huts, clustered together in a bare location, having no water supply, no sanitary amenities nor any other facilities. The labourers were then crowded into groups of three to four in a tiny hut without ventilation. No visitors were allowed into these compounds without a written permit or pass from the employers.

Urban centres developed simultaneously with the "white settlements", especially in the highlands, where towns like Eldoret, Nakuru and Naivasha grew up as small centres, providing the services required by the farmers, while Nairobi and Mombasa became the "metropolises".

In these centres too, the provision of housing was the responsibility of the employers. There was no consideration that some would be unable to provide housing; this became evident in Mombasa in 1939. Following a series of strikes in Mombasa, the government in mid-1939 appointed a Commission of Inquiry, called the Willan Commission, with wide terms of reference to look into labour conditions in the town. In submitting their report the Commissioners singled out "housing" to be one of the major factors that provided fertile ground for the seeds of discontent to be sown. They found the general standard of housing deplorably bad,

with the dairy workers being the worst victims. Their report in part said:

"The housing accommodation supplied to their employees by the dairy owners must be seen to be believed. It is not housing accommodation in any sense of the term, because the employees sleep on mats or pieces of corrugated iron either above or amongst the cattle, and they have very little protection from the weather".¹

In their recommendations to the solution of the problem the report strongly reminded the employers of their legal obligations to provide housing or a housing allowance to the lower paid workers. It further urged Mombasa Municipal Board to inaugurate a public housing scheme for the labourers of smaller employers.

Similar sentiments of poor housing conditions were expressed in Nairobi. In 1941 the Municipal Native Affairs Officer and the Senior Medical Officer of Health in a memorandum to the Nairobi Municipal Council reported that there were 6,000 Africans without accommodation.² The memorandum recommended that there should be stricter enforcement of the legal obligation

¹Kenya Government. Report of the Commission of Inquiry Appointed to Examine the Labour Conditions in Mombasa in 1939, Government Printer, 1939, p.8

²Nairobi Municipal Council. Report on the Housing of Africans in Nairobi with Suggestions for Improvement by Senior Medical Officer of Health and Municipal Native Officer submitted to the council in 1941.

of employers to their employees. It also recommended that the local authorities be encouraged to provide housing for letting to the public.

On the part of the employers, they did not appear to take the various recommendations regarding their obligations to their employees seriously. Rather than provide housing they opted to pay house allowances. This trend continued so that even by 1953 surveys carried out in Nairobi and Mombasa showed that only 35% of the Africans employed in private industry were housed by their employers. The figure for Nairobi was 40% while that for Mombasa was 10%.

The Government, on the other hand, positively responded to the sentiments expressed in various recommendations by introducing a Bill in Parliament which was passed as the Housing Ordinance in 1943. The Ordinance set up a Central Housing Board with funds from the government to be lent to local authorities for the provision of housing. This marked the beginning of the provision of public rental housing in the major urban local authorities. Within the next ten years for instance, Nairobi constructed 12,000 units, while Mombasa constructed 2,000 units. The Government Departments provided 7,710 quarters throughout the country.

Most of the accommodation provided was, however, in the form of single rooms in a row of terraces with communal sanitary facilities. The main concern was to provide accommodation for the male workers in the form of "bed spaces", and not as family units. Thus for instance, in a survey carried out in 1962, it was found that 70% of African urban households occupied a single room, and 49% of the households had three or more persons to the room. The provision of single rooms meant that the housing units would be seriously overcrowded. The provision of communal facilities meant that besides the facilities being overcrowded, their misuse or abuse would not be easily controlled as no one particular household would be responsible. The implications of these cases on management of the estates would be disastrous. It becomes difficult to properly maintain overcrowded housing accommodation since the facilities are overused.

Another important factor with respect to the local authority housing provision in the colonial period is that the rents paid were highly subsidised. In providing funds to the local authorities, as much as 50% of the total housing cost was given as grant, while the balance was given as a loan over 20 years at 3% interest rate or over 28 years at 5% interest rate. The local authorities therefore charged sub-economic rents which bore no relationship with the

capital value of the units. The revenue earned from the housing units would in the long run be insufficient to meet the costs of management with the results that houses became poorly maintained, while further provision of more units was curtailed.

Housing management itself was also carried out on an ad-hoc basis whereby repairs were only carried out on request, and the management functions were shared between the local authorities and the Central Government.

A variation in the housing policy during the colonial era was introduced by Alderman Ernest Vasey who was appointed by the Government in 1950, to study the problems of African housing in townships and trading centres in Kenya.¹ In his report he considered that subsidising African housing was only necessary in the short run. He recommended that where rental housing was provided economic rent should be charged to meet the combined fixed and recurrent costs. At the same time, the Government should encourage Africans to build their own housing so as to reduce the burden of housing provision by the local authorities. He recommended that

¹Ernest Vasey. Report on Housing of Africans in Townships and Trading Centres. Government Printer, Nairobi, 1950.

Africans should be granted leases in urban areas to build their own houses, even if it meant lowering standards. Although not much of Vasey's recommendations had been implemented by the time of independence, they had been finally accepted by the Government as blue print for the official housing policy. A pilot tenant-purchase housing scheme for 2,200 units was started in Thika as a first step in implementing some of Vasey's recommendations.

In contrast to the Africans, the standard of European and Asian housing improved simultaneously with urban development. The first houses were made in whatever materials were available, mostly timber which little by little changed into solid stone structure with a tiled roof, showing strong links with the British upper class country houses. Asians, on the other hand, brought their own traditions and building systems. The commercial areas of the towns largely occupied by Asians was composed of single storey buildings containing shops in front and living quarters for traders and a host of sub-lessees and lodgers at the back.

The areas in which the three groups lived were separated by a definite planning policy that created "African location" and the "Hill area". This segregation in housing is a feature that still exists in

Kenya today, though clothed in softer terms of "low", "medium" and "high" density residential areas now characterised by economic affluence rather than racial distinctions.

The above paragraphs have given outline of the nature of the housing policy in the colonial Kenya. Its influence in the current housing policy will be discussed in the next section. However, its effects on the management of housing estates in Kenya are many. The provision of single rooms as housing units has placed a burden on the management of crowded estates. Half of the housing units in Mombasa and Thika are of this nature. The provision of communal sanitary facilities in the same estates has posed maintenance and repair problems to management. The ad hoc manner in which these estates were managed between the central administration and the councils is reminiscent of the manner in which housing management responsibilities are divided between the various sections in the councils today. The effects of this divided responsibility will be discussed in detail in the subsequent chapters dealing with case studies.

2.2.2 Housing Progress since Independence

When Kenya attained self-rule in 1963 it had a population of 8,636,263 of whom about 671,000 or 9% lived in urban centres. The majority of these were

Africans, but the rate of housing development had been so slow during the colonial period that the housing situation had become serious. Thus with the coming of self-rule, the Government immediately sought the assistance of the United Nations Programme of Technical Assistance which sent in Lawrence Bloomberg and Charles Abrams in early 1964. Their terms of reference was to "conduct a study of short and long term housing needs and to make recommendations on housing policies within the framework of social and economic development planning".¹ Their report which was published in May, 1965 formed the basis of a more dynamic approach to housing and was formulated under Sessional Paper No.5 of 1966/67 as the Housing Policy for Kenya.²

Finding that Kenya was experiencing a serious housing problem, particularly in urban areas, and especially among the African population, the U.N. Mission put up a number of recommendations that would help arrest the situation. The most outstanding recommendation was the establishment of a National Housing Authority in the Ministry of Housing with wider powers and financial resources to replace the existing Central

¹Bloomberg, L.N. and Abrams, C. United Nations Missions to Kenya on Housing. Government Printer, 1965.

²Republic of Kenya. Sessional Paper No. 5 of 1966/67 Government Printer, Nairobi. October 1966.

Housing Board. The body would act as the Government's chief agency through which public funds intended for low-cost housing will be channelled to local authorities and other housing development organisations.

The Housing (Amendment) Bill setting up the National Housing Corporation was introduced in Parliament and passed as the Housing Act, 1967. The Corporation's sources of funds would be the Parliamentary appropriations into the Housing Fund, approved loans from other sources and repayments on the principal and interest on sums lent by the Corporation. Although provisions have been made for the Corporation to provide funds for industrial housing and low-income rural housing, the Government expects the Corporation to use a high percentage of development funds in providing rental housing for low income families in the urban areas. It was further envisaged to create a Rehabilitation fund under the Corporation to assist people wanting loans for home repairs. The purpose of this was to avoid houses falling into disrepair.

The question of high income housing was left to the private sector, and the Housing Finance Company of Kenya, set up in 1967 to provide mortgage finance to higher quality and more expensive housing in the urban areas. *

A further refinement to the above policy guidelines is the requirement that "each housing unit constructed in urban areas shall have at least two rooms, plus its own kitchen and toilet".¹ The purpose of this is to avoid the provision of single rooms or "bed spaces" of the colonial era. The occupancy rate for such a unit has been given as five persons, which is the average size of a household in many urban areas in Kenya.

The overall guidance of the implementation of the above policy guideline has been vested in the Ministry of Housing and Social Services. Through its Housing Department, the Ministry carries out an assessment of housing need throughout the country, basing its assessment on the Ministry of Economic Planning's demographic projections and wage income surveys. On the basis of the assessment, the Ministry directs the National Housing Corporation to provide funds for so many units in each local authority. The Corporation may either lend the money directly to the local authority, or where it is considered that the authority does not have enough technical manpower, the Corporation provides technical assistance in the form of designs and supervision of construction. It may also

¹Republic of Kenya. Development Plan 1974-78.
Government Printer, p. 466.

undertake the management of housing estates in those cases where there is lack of capacity on the part of the local authority to carry out the management.

What happens in most cases, however, is that the Corporation designs and supervises the construction of the units which are then handed over to the council when completed. It is only in major councils such as Nairobi and Mombasa where the Councils may carry out own designs and construction, but still within the budget constraint of the money allocated. From the time of its inauguration in 1968 upto 1975, the Corporation had provided a total of 18,761 units at a total cost of £21,577,032 for the local authorities. This figure shows a much better performance when compared with the Central Housing Board which over a similar period from 1960 to 1967 provided only 6,789 units. The following tables illustrate the difference in the rate of housing production between the two bodies.

TABLE 2C:

HOUSES COMPLETED DIRECTLY OR INDIRECTLY BY THE CENTRAL HOUSING
BOARD BETWEEN 1960 AND 1967

Y E A R	1960	1961	1962	1963	1964	1965	1966	1967	TOTAL
No. of Units	655	977	1,898	272	936	890	611	550	6,789
Cost in KE.	18,175	284,771	580,179	148,615	149,312	458,461	213,199	361,227	2,378,389
Cost/Unit (£)	280	291	306	546	160	515	349	657	430

Source: CHB Annual Reports 1960 - 67.

TABLE 2D:

HOUSES COMPLETED DIRECTLY OR INDIRECTLY BY THE NATIONAL HOUSING
CORPORATION BETWEEN 1968 AND 1975

Y E A R	1 9 6 8	1 9 6 9	1 9 7 0	1 9 7 1	1 9 7 2	1 9 7 3	1 9 7 4	1 9 7 5	T O T A L
NO. OF UNITS	1,558	1,928	2,340	3,202	4,598	1,190	1,441	2,474	18,761
COST IN KE	1,225,873	2,648,246	2,480,690	2,214,133	4,390,288	2,160,602	2,474,900	3,884,300	21,517,032
COST/UNIT E	772	1,374	1,060	691	954.8	1,916	1,717	1,570	1,042

Source: N. H.C. Annual Reports 1968 - 1975

A higher rate of housing production for the local authorities means greater management problems as the number of tenants increase with greater demand for more efficient services. However, the increased cost per unit also has the implication that more money would be needed by local authorities for maintenance as costs of materials and labour increase. In terms of development expenditure for the government, fewer houses in relation to need will be provided with the same vote, which in the 1973 - 78 plan period was only 7.3% of the total. In contrast, Ministries of Works and Agriculture had 22.1% and 23.3% of the total expenditure respectively.¹ Thus although the tables above show a marked improvement in terms of expenditure on housing and the number of units provided, the priority on housing development expenditure still remains very low in comparison to other national services.

The above is a brief outline of the housing policy and its implementation, particularly with reference to local authority housing estates. The effect of the policy implementation on the management of local authority housing estates is not very encouraging. In the first place, few local authorities are involved

¹Development Plan op cit. Table 7.3 and Table 714
p. 171 - 172

either in the assessment or design and construction of the housing units. The planning has been carried out by the Ministry and allocation of funds distributed on a national level. This does not take into account the actual local need and so the houses provided may be far short of what would be needed. The design may also be external to the local requirements as the tendency is for the NHC to produce proto-type designs within a given financial constraint for the whole country. Thus the councils are set in a position of mere receivers. They are, however, expected to undertake the management of those estates in whose design and construction they did not participate.

In terms of housing demand, the Ministry of Housing has relied on statistics produced by the Ministry of Economic Planning to give the wage earnings in a given area. The wage earners are grouped in various income brackets and basic assumptions made as to what house they could afford to buy or rent. For owner occupation it is assumed that one can afford a house whose capital cost equals $2\frac{1}{2}$ times one's annual income. For rental units, the affordable monthly payment is based on the assumption that a household should spend a maximum of 20 - 25% of income on rent. It is on this basis that the Ministry carries out housing plans for the whole country. This blanket assessment has been

found faulty in some local authorities in Kenya. Houses have been provided and remained vacant in Malindi and Thika, for instance, due to lack of effective demand. It is possible that those whose incomes were given by the surveys were not necessarily those who wanted the houses. They could already be housed. They could be a mobile labour force who by the time houses are ready have already left the place. It is in this regard that this thesis considers it essential to leave it to the respective local authorities to carry out their own assessment of demand so that when houses are ready they are occupied immediately without loss of revenue.

Another reason councils may lose revenue due to houses being unoccupied is that the actual rentals being charged when houses are finished may be in excess of what the target population was expected to pay. The councils are expected to meet the loan repayments and the recurrent expenditure for management from rents. Thus tenants are expected to make good the loan repayments to the Corporation over a period of 40 years at 7% interest, plus running costs of administration, maintenance, insurance and voids. These costs amount to 11.5% of the total capital value of the unit per annum. For tenant-purchasers the repayment represents 14% of capital value and 11% in the case of site and service schemes.

¹Ministry of Housing. Urban Housing Needs in Kenya 1973 - 1978. Economic Planning Section. January 1974 p. 3-5.

After such calculations are completed they may be found higher than 25% of the target population's income, hence the reason for excluding them from consideration for allocation. There may not be many households in the area that fall within the required income bracket. It is recommended in this study that such houses should be advertised when ready for occupation stating the requirements and that the income limit should be raised to a third of household's income.

With respect to the assessment of housing need, the Ministry gives the number of houses needed by the additional population over a given time period. No account is taken of the existing shortfall in the form of overcrowding or houses that do not conform to minimum standards of health and privacy. That is, no exercise is ever carried out to ascertain the existing housing stock and its quality. It is assumed that for the moment everybody is properly housed and that only future population increase needs consideration. Furthermore, the Ministry's assessment does not take into account the possibility of existing housing becoming obsolete or destroyed over the plan period. In some countries this element is taken at 3% per annum of the existing housing stock. Thus although the Ministry in a document entitled "Urban Housing Needs in Kenya 1973 - 1978" published in January, 1974 had given the urban housing needs in

Kenya as 134,305 housing units, this figure did not take into account those factors mentioned above. If all those factors were taken into account, the housing need projections should have been much higher because the shortfall may be as high as the projected need since it is estimated that approximately 35% of urban households exist in squatter settlements and slums let alone those overcrowded in conventional housing. Accordingly, therefore, the projections made for the councils are low and this perpetuates overcrowding and illegal subletting in council estates. This factor creates problems to management. Also because of under-estimates of the need, the allocations for housing development funds is curtailed. With higher estimates more funds would probably be available from the Government, and therefore more houses would be constructed. It would have been more appropriate to carry out a detailed assessment of housing needs at micro level by each council in its area of jurisdiction. During the design and construction stage each council should also be involved. However, all these proposals would depend on the structure and capability of each council. The size of the housing operation and the manpower required would be major constraining factors to the total involvement of each council. These issues will, however, be discussed in the next three chapters dealing with each of the case studies.

The last section of this chapter will discuss the relationship between the local authorities and the central government, and what priority is given to housing development amongst other services provided by the local authorities.

2.2.3 The Local Authorities

The Republic of Kenya, covering an area of some 582,646 square kilometres, is administered through a system of central government whereby the country is divided into eight provinces. Each province, except Nairobi, is divided into a number of districts, each of which is broken further into divisions and locations. Every essential government department such as health, education or agriculture is represented in each of the administrative units. The Housing Department is, however, not represented at district and lower levels.

Simultaneously but complementary to the central government administration, Kenya also has a system of local government authorities by which the country is divided into 79 units, called councils. Each council is a statutory corporation created under the Local Government Regulations of 1963¹ and charged with the

¹Local Government Regulations, 1963. The Laws of Kenya as amended in 1964, 1969 and 1974.

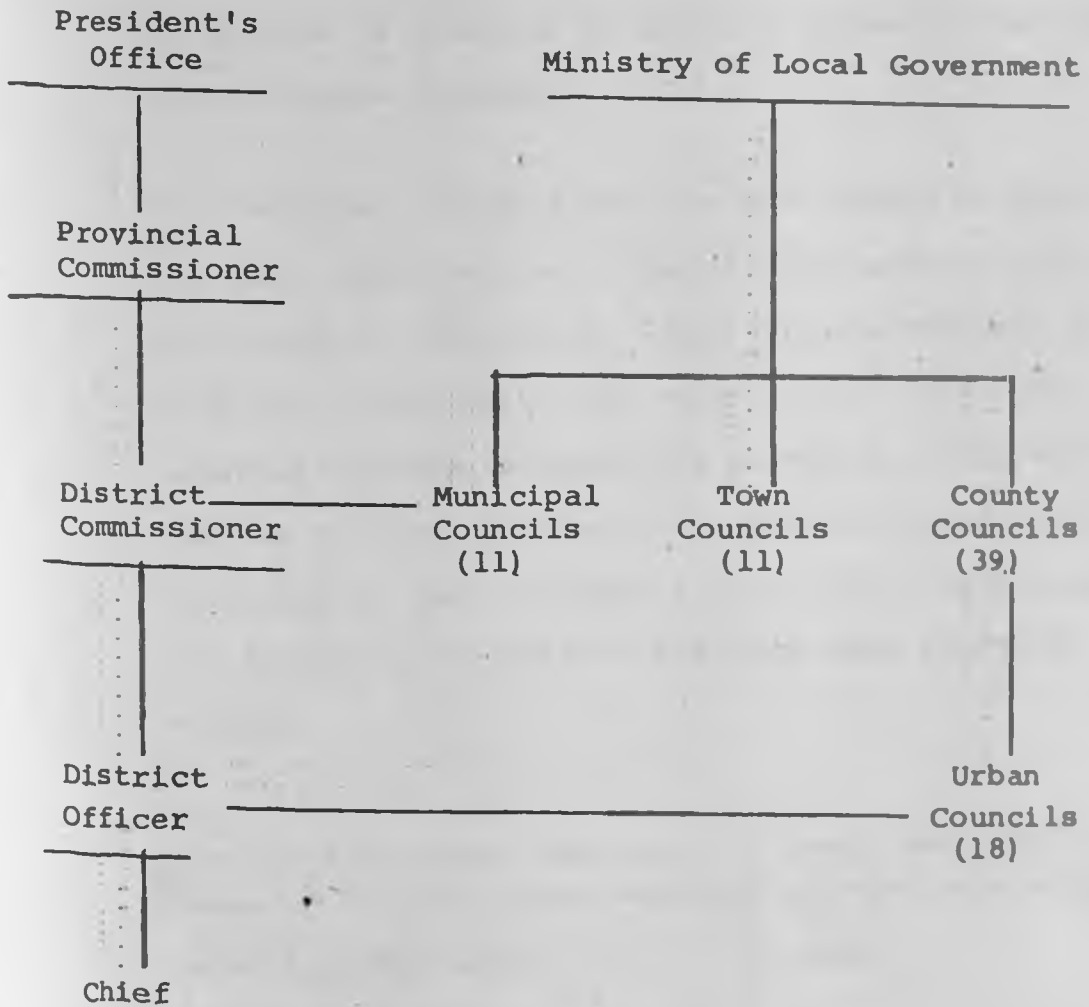
responsibility for the control of local activities and the provision of local services in its area of jurisdiction. It is responsible to the central government for all those functions delegated to it, and it is supervised in the performance of those functions by the Ministry of Local Government which sets up both administrative and financial controls.

The central government also exercises remote control through representation in the Council by District Commissioners and District Officers, or the Provincial Commissioner as in the case of Nairobi. These representatives have a veto to refuse what they think does not conform to the Government policy in the council's deliberations. The diagram below illustrates the pattern of control which the central government has over the local authorities.

The pattern of establishing local authorities follows some order in the level of services they are expected to provide. The level of services is determined by the population concentration and the infrastructure facilities. Thus for the major towns in Kenya there have been created Municipal Councils, of which there are 11, including Nairobi. Their areas of jurisdiction mainly correspond with town boundaries for provincial headquarters, except Thika, Kitale and Eldoret Municipalities. There have also been created 11 Town

Councils in the larger urban centres which are mainly administrative headquarters for certain districts.

The Pattern of Local Authorities



Source: Personal interview with Mr. Musembi Deputy Permanent Secretary, Ministry of Local Government.

Lower down the scale there are 18 urban councils which have been created in areas identified as the main

centres for administrative divisions. In the rural areas, there have been created 39 County Councils to provide certain services to the rural population. They, however, cover areas which correspond to administrative district boundaries. The distribution of all the 79 councils in Kenya is shown on the map marked Figure 2 below.

The Municipal Councils and the Town Councils cover the main urban centres in Kenya with greater population concentration and growth. They are accordingly charged with more responsibilities than either the county councils or urban councils in an effort to improve the welfare of urban populations. The following schedule contained in the Development Plan 1974 - 1978 shows the mandatory responsibilities for each class of council.

Municipal and Town Councils	County and Urban Councils
Provision of housing;	None
Provision of Sanitary Services including refuse collection, public lavatories, meat inspection and sewerage;	None
Provision of treated water; Control of Building Development;	None
Provision of community facilities including adult education, nursery schools and child welfare, markets cemeteries, community halls etc.	The same as Municipal and Town Councils

Municipal and Town Councils	County and Urban Councils
Land Use Planning and Allocation	Same as with other councils
Administration and Financial Control	Same with other councils

Source: Development Plan 1974-78 pp.50-52

From the schedule of functions which the central government expects local authorities to carry out in their areas, housing provision is not the responsibility of either the county councils or the urban councils.

While urban councils are generally small centres where there are small government institutions whose personnel the respective departments are expected to house, the county councils cover rural areas where the government expects the people to provide housing for themselves. It is therefore evident that provision of housing amongst the local authorities is vested in the municipal and town councils, all of which number 22 out of the 79 local authorities.

When, however, total expenditure for development programmes is taken for all the 79 local authorities, housing provision often accounted for over 40% of the total in any one given year for the period 1973 - 1978. Thus, out of a total of £71,240,000 programmed for development by local authorities between 1973 and 1978

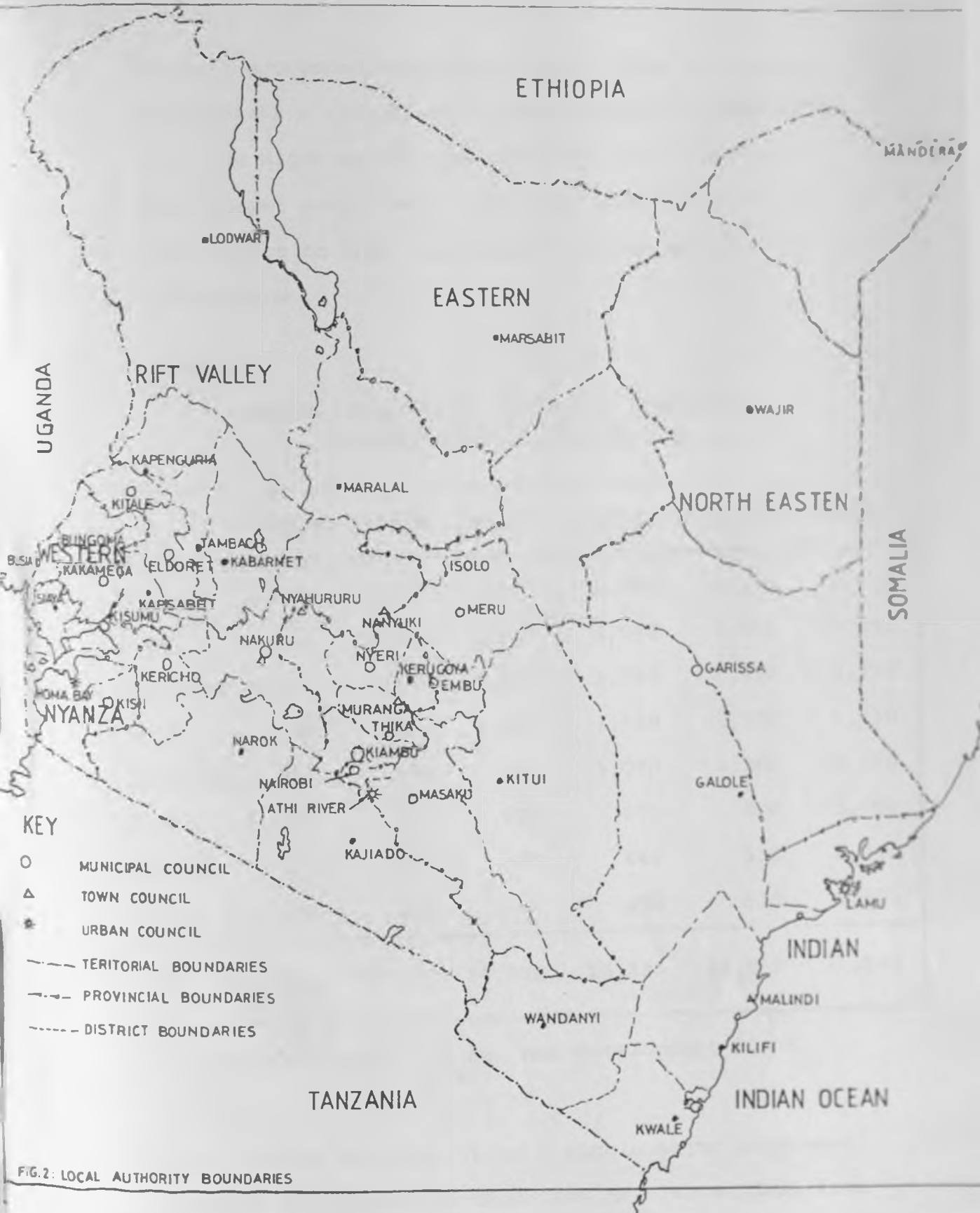


FIG. 2: LOCAL AUTHORITY BOUNDARIES

housing accounted for £28,920,000. This is a clear manifestation that housing development is regarded as a single major service in terms of local authority development programmes. Over the whole period the expenditure on this item grew steadily as shown in the table below.

TABLE 2E:

ANNUAL DEVELOPMENT PROGRAMME FOR LOCAL
AUTHORITIES IN K£'000

	1973/4	1974/5	1976/6	1976/7	1977/8	TOTAL
Housing	3,930	4,300	5,340	6,780	8,570	28,920
Water	1,750	2,700	3,090	3,040	3,490	14,050
Sewerage	1,150	1,660	2,240	1,790	1,950	8,790
Roads	630	1,052	1,490	1,610	1,528	6,310
Education	860	950	990	1,040	1,280	5,120
Health	600	630	630	670	870	3,400
Markets	420	440	480	440	550	2,330
Others	360	440	470	480	570	2,370
TOTAL	9,700	12,172	14,730	15,830	18,808	71,240

Source: Table 23.3 in the Development Plan
1974 - 1978

That housing development is a single major programme carried out by local authorities is also evident from the fact that the sum of £28,920,000 shown on the table above represented 68% of the £43,000,000 set aside by

the government to be spent on public housing programmes. It has been pointed out in Chapter I, however, that the bulk of housing programme expenditure by the local authorities is set aside for the municipal councils. The same councils have a larger number of housing stock at the moment, and equally harbour the bulk of the urban population. Of the estimated 1.5 million urban population in Kenya today, 1.4 million are found in the municipal councils.

It has also been discussed in the succeeding paragraphs that although the councils have the responsibility to provide housing and manage them, they have not been given the necessary authority to initiate housing programmes in their areas. They are, as it were "receivers" rather than "initiators" and "participants". The estates thus handed to the councils after completion of construction for management may not necessarily be what the councils would have wished to initiate. In addition, the Ministry of Housing and the National Housing Corporation do not make the necessary arrangements for instance, by seconding staff to the councils or preparing manuals for them to enable the councils to maintain the estates satisfactorily. These instances may in addition to other causes contribute to the poor standard of housing management in the local authority housing estates in Kenya today. The actual effects of this non-participation on the management of the housing

estates will be discussed further in the next three chapters dealing with case studies for individual councils.

CHAPTER III

MOMBASA MUNICIPAL COUNCIL -

A CASE STUDY

3.1 Introduction

Mombasa is one of the oldest urban settlements in Kenya which started as a trading port in the 14th century. Its importance improved with the construction of Kilindini Harbour in 1890s, and the construction of the Uganda Railway from 1896. The first Municipal Board was constituted in 1927 to run the affairs of the town. Today, Mombasa is the second largest town in Kenya after Nairobi and is East Africa's largest port. It is a transit port for East and Central Africa and may soon act as terminus in the proposed Trans-African Highway when it will be linked with Lagos.¹

Mombasa measures 214,000 hectares in area and is administratively regarded as a whole district under a District Commissioner for Mombasa. It had a population of 247,073 in the 1969 census, and in 1975 the town's population was estimated at 338,939.¹

¹S. O. Kiaye, Planning in Mombasa. Unpublished M.A. Thesis, 1975, University of Nairobi.

²Ministry of Finance and Planning Population Projections. Ref. No. EPD/SC 417/01 of 30.10.1974.

This upward trend of influx of young men and women from rural areas in search of jobs is common to all Kenya towns. The demand for housing therefore becomes more and more acute with consequential problems to housing management. With excessive demand in relation to the few housing units there will arise problems of allocation; for those units already allocated overcrowding will place heavy pressures on provision of services and proper maintenance of the structure and their environment.

3.2 Climate and Housing

Geographically Mombasa is located in a hot humid zone, being at an altitude of less than 150 metres, 4°02'S and 39°37'E. Mean annual temperatures range between 22.5°C and 30.3°C. While mean annual relative humidity averages 93% in the mornings and around 66% in the afternoons.¹ There is incidence of driving rain, particularly from April to October when the South-East monsoon winds are crossing the Indian Ocean. These extreme weather conditions affect the durability of buildings in Mombasa and therefore create problems to housing management.

¹Climatological statistics for East Africa. E.A. Meteorological Department, Nairobi, 1964.

Many building materials are affected by high humidities and the high atmospheric salinity of the sea. High humidities quicken the corrosion of metal such as galvanised iron sheets and retard evaporation from wet surfaces. Under continuous high humidities and temperatures moulds and algae can be expected to disfigure paints and cement based products. Thus in Mombasa concrete walls, cement mortar rendering, concrete tiles and asbestos cement sheets in exposed surfaces are usually susceptible to intense blackening. The biological decay of timber and other organic material would be greatly encouraged by hot humid conditions. The driving rain during the South-East monsoon winds would not only cause considerable damage to external finishes, but if continuous over long periods lead to the saturation of outer walls and subsequent internal dampness.

Mombasa's low latitude gives rise to higher ultra-violet content of solar radiation. This causes chemical deterioration in materials with bituminous content, and also causes fading of coloured products. Paints deteriorate more rapidly when exposed to solar radiation with resultant cracking and flacking.¹ Because of high rainfall, unplastered walls of open-textured light weight concrete blocks often become

¹B. M. Holmes. Weathering in the Tropics, C.S.I.R.O Melbourne, 1951.

saturated. This results in moisture causes cracking in concrete block walls. Such cracks may not be very much pronounced, but if they affect the structure, they have a detrimental effect on weather resistance. Such cracks are also aesthetically and disconcerting to occupants. The cracks which directly derive from Mombasa's climate require a careful choice of housing materials and design. Little consideration is paid to these aspects in the place where very heavy demands are placed on the maintenance aspects of housing management. The level of incidence of these weather influences in the management of the Council's housing estates will be apparent not only in the physical characteristics of the buildings, but also in the sum spent in corrective maintenance.

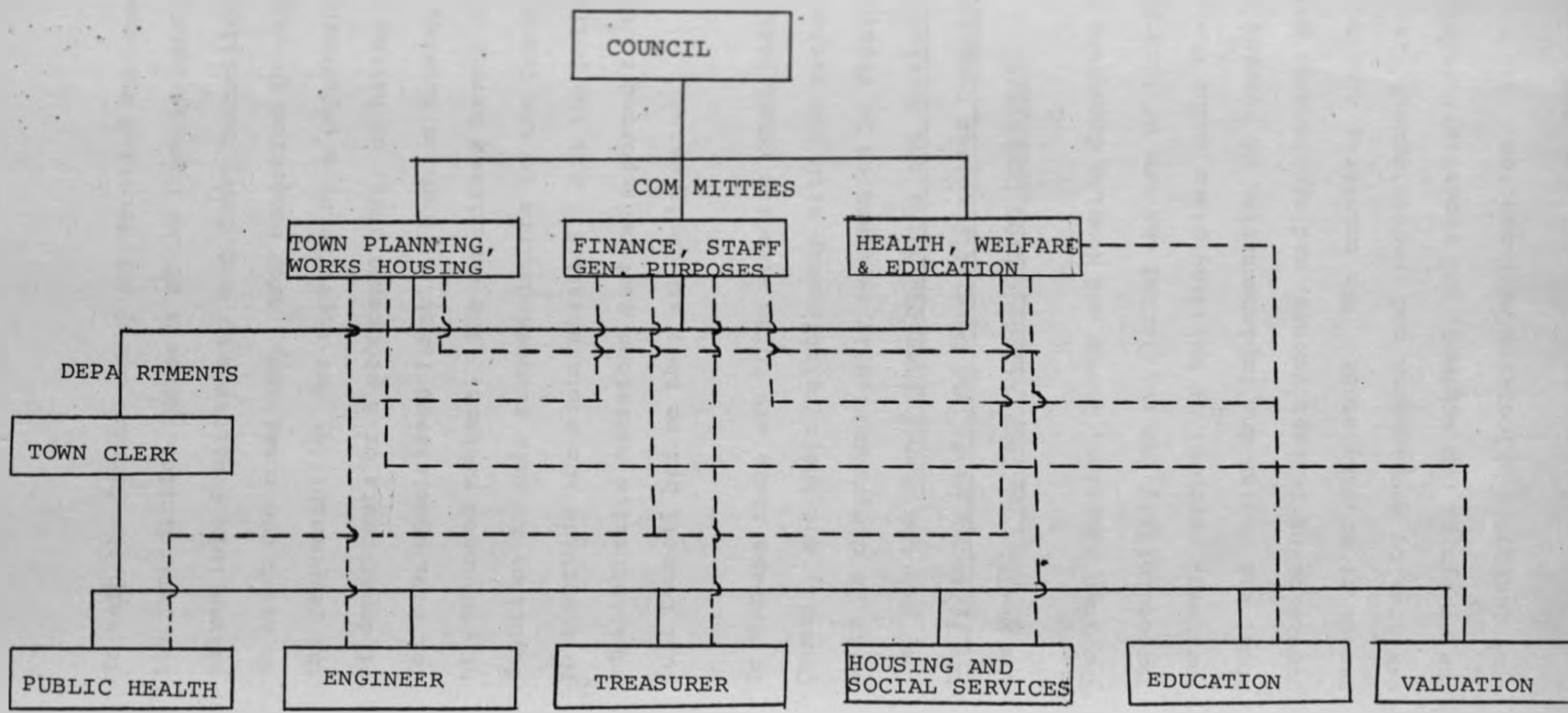
3.3 Organisation of the Council

3.3.1 The Committee Structure

Mombasa Municipal Council like all the other major local authorities in Kenya is organised and developed on the traditional English County Borough model. The responsibility both for determining policy and for supervising its execution is vested in the elected representative, who form a single organ - the Council.

FIG. 3A

MOMBASA MUNICIPAL COUNCIL
COUNCIL COMMITTEES AND DEPARTMENTAL STRUCTURE



KEY:
 ————— Direct line of accountability
 - - - - - Indirect line of accountability

To help the Council carry out detailed business within its jurisdiction, members of the Council form themselves into Committees so that every councillor serves on at least one committee. Each committee is charged with the responsibility for supervising a department, a group of departments or a programme area, or having responsibility for some specialised function, such as housing allocation or personnel matters. The committees have a dual function; to make recommendations to the Council, and to supervise the administration. All the policy and administrative decisions must be reported to the next full Council before they are implemented.

In Mombasa there are three standing committees of the Council, and their relationship with the various departments is diagrammatically represented in Figure 3A. They are the Town Planning, Works and Housing Committee; the Finance, Staff and General Purposes Committee; and the Health, Welfare and Education Committee.

The Town Planning, Works and Housing Committee has the responsibility for regulating the use of land-plots in the town, approval of building plans under the Building Code, the design and implementation of housing schemes, provision of infrastructure, and maintenance and improvement of housing stock. The committee also advises on new housing development and re-development, including the design of new schemes, and supervises estate management including allocation of tenancies. All these

functions of the committee are performed by various departments shown on Fig. 3A to be accountable directly or indirectly. The committee may be assigned the duties by the Council, or the respective departments may originate certain policy issues for discussion. To carry out more specialised or detailed work, the committee delegates some of the work to sub-committees. At the time of the survey, there were the following three sub-committees:

- i) Housing Allocation Sub-Committee
- ii) Plot Allocation Sub-Committee
- iii) Naming of Streets and Housing Estates Sub-Committee.

However, according to the Council regulations, a sub-committee is usually not delegated the power to make decisions concerning a function entrusted by the Council to the parent Committee without express authority of the full Council.¹

The other committees of the Council also have a number of sub-committees according to the nature of work involved. For instance, Finance-Staff-and-General Purposes Committee which has the statutory

¹Interview with Mr. N. M. Nasser, Deputy Town Clerk for Mombasa Municipal Council.

responsibilities to advise on financial and to supervise all financial arrangements has a tender sub-committee for procurement of supplies.¹ In dealing with establishments and detailed staff matters, including training, it has an appointment sub-committee. The remaining Health-Welfare-and-Education Committee which has the responsibility for provision of social services, provision and management of schools and health centres, and the supervision and maintenance of sanitary and health standards in the estates and houses has a sub-committee for each school.

The reason for forming committees and sub-committees is first and foremost to delegate detailed analysis for various functions to smaller groups. This is not possible in a full council meeting of 28 members as in the case of Mombasa. The second reason for the existence of sub-committees was in the opinion of the Ministry of Local Government to avoid a number of councillors being too influential by concentrating many activities in one committee or sub-committee. Neither the Council officials nor the councillors disagreed during our interviews with the existence of committees and the sub-committees. Both groups thought they made the Council's work easy. However, this study did not

¹Finance Committee is a statutory Committee under Regulation 92 of the Local Government Regulations, 1963.

find anything particularly wrong with the Council structure, except that the committees and sub-committees if too many would delay the deliberations of the Council as it may not be easy to find separate accommodation for their meetings. It is also not considered appropriate by this study that members of committees and sub-committees, particularly in those cases like allocation of houses and appointments, should be permanent. The Council should reserve the right to nominate members to particular committees and sub-committees periodically to avoid undue influence by particular members in carrying out their functions. One other drawback that the study recognised in the workings of the committee system is that there could be too much division of labour in the housing operations at policy level which would create bottlenecks in the execution of housing management functions. Lack of co-ordination and uniform approach, which is also tied up with departmental organisation, is one instance where this system was identified to be wanting.

3.3.2 The Departmental Structure

As shown on the diagram in Fig. 3A each of the Council's committees referred to above has one or more counterpart departments. Each department is staffed by officers appointed and paid by the Council in accordance with Local Government Regulations.¹ The seven

¹See Regulations 107-111 of the Local Government Regulations 1963.

departments collectively form the "administration" and are responsible for the execution of the policy decisions of the Council. They are supervised in the execution of their duties by the respective committees either directly or indirectly so that in the final analysis the Council must take the blame for any errors.

In other countries, however, the Councils are instituted merely to define aims, but the attainment of aims is vested in a separate executive body.

For instance, in West Germany, the executive body called "College" has its staff appointed by the central government and not by the elected councillors. In the United States of America, the executive authority is vested in the City Manager, who is appointed by the central government.¹ In both European and American cases, the executive or administrative body may have the power to refer Council's decisions to higher authority; or it may even be able to veto them; or it may be appointed to carry out Council's policies without question. In the Mombasa case, however, the administration cannot refer any matters to another authority without the express consent of the Council. Thus where the Council disagrees with the findings of an officer for whatever reason, such an officer remains at the mercy of the councillors, and this in most cases

¹A. H. Marshall. Financial Management in Local Government, Allen and Urwin Ltd., Londong, 1974 p.22.

may kill personal initiative of the employees.

Each of the departments is headed by a senior officer of the Council with qualifications appropriate to the task assigned to the Department. For instance, an engineer heads the Engineer's Department, while a doctor heads the health services. Each Officer retains the responsibility for the efficient and effective running of the services for which the department is responsible. The officers attend committee meetings not as members with a right to vote, but as advisers to the committees in the formulation of policy. They are subsequently expected to originate and guide the implementation of the policy. It is during these meetings that councillors and officials sometimes suspicious and critical of each other's role, have impaired the smooth running of the councils. It was noted by some council officials, for instance, that it is during such meetings that councillors "earmark" those officials whose professional advice does not conform with their wishes for future disciplinary action. The officers thought that the councillors would have respected their recommendations more if, for instance, the "administration" met to collectively discuss items from various departments before they come before the committees or council. From such meetings the administration would present its stand corporately rather than leaving the matter to

chief officer of each department. However, this study considers that the main problem between councillors and council officials lies in the lack of understanding and appreciation of the role of each group in the council. Each party needs to know that all of them have legitimate interest in the running of the council, and should act as a body created to provide services to the people in the council area as a whole. The tendency of the councillors and the officials to regard themselves as separate groups was also identified in the functioning of respective departments each of which appears to regard itself as a separate entity in the execution of its duties.

This state of affairs is more critical in instances where the provision of a particular service such as housing is fragmented among various departments. The schedule below, marked 3A shows how the various departments within the council are involved in housing work from planning stage to eviction of tenants. From the schedule it is evident that besides the Town Clerk's Department's major responsibility for the overall co-ordination of the work of the council, the Department also employs a team of lawyers to provide legal advice, conveyancing, contracts, and litigation to the whole council. With particular reference to housing work, the department prepares tenancy agreements to be used

between council and tenants. The department also employs council "askaris" that come to the aid of the housing section during eviction of tenants.

The Municipal Treasurer's Department in line with its general responsibility for financial arrangements in all departments, collects house rents from tenants, controls all forms of purchases and expenditure in respect of housing maintenance and related matters.

The Municipal Engineer is responsible for carrying out most of the work of developing a housing project, starting from assessment of housing need and demand, to construction and maintenance. The Public Health on the other hand, must approve the Engineer's building plans, and through its Cleansing Superintendent does all the major cleansing chores in the housing estates such as refuse collection, street cleansing and cess-pit emptying.

The Municipal Valuer's Department which undertakes all valuation work for the council has for all its existence been approached only once in 1974 to advise on proposed rental reviews. Despite the specialist knowledge on property matters in the Department it has never been consulted on new rental assessments or even for fire insurance purposes. The Department

is usually consulted only when the Council needs to purchase land for housing, whether through compulsory purchase order or by private treaty. The Director of Social Services and Housing is in principle the one vested with general responsibility for administration of housing estates, including housing allocation, assessment of future housing need and demand, advising on layout of estates, slum clearance and estate renewals, maintenance and repairs, provision of welfare services to tenants and community development.¹ However, from the schedule of responsibilities above, it would appear that tasks performed by the department in connection with housing work is minimal. The duties concern the selection of applicants and eviction of defaulting tenants only. Other tasks which ought to have been performed by the department have been distributed to other departments with the result that no one person is responsible for housing management and related functions. The implications of the fragmented execution of housing functions will be discussed in section 3.4 below when the various aspects of housing management functions are examined.

¹N. M. Andembesa, Town Clerm. Problems Facing Mombasa Housing and Six Year Development Plan.

Town Hall, Mombasa, 1969 p. 62

SCHEDULE 3A:MOMBASA MUNICIPAL COUNCIL STAFF MEMBERS DEALING WITH
HOUSING WORK

TASK RELATED TO HOUSING	DEPARTMENT IN CHARGE OF TASK	STATUS OF THE PERSON IN CHARGE FOR THE DEPARTMENT
1. Planning	Municipal Engineer's	Planning Officer
2. Request for approval to:		
a) Town Planning, Works and Housing Committee	Municipal Engineer's	Municipal Engineer
b) Commissioner of Lands	Municipal Engineer's	Municipal Engineer
c) National Housing Corporation	Municipal Engineer's	Municipal Engineer
3. Acquisition of Land	Municipal Valuer's	Chief Valuer/ Commissioner of Lands
4. Survey of Land	Municipal Engineer's	Surveyor/Survey of Kenya
5. Infrastructure:		
a) Water	Ministry of Water Development	Provincial Water Engineer
b) Sewerage	Municipal Engineer's	Assistant Engineer (Drainage)
c) Roads	Municipal Engineer's	Assistant Engineer (Roads)
d) Electricity	Power & Lighting Company	Power and Lighting Company
6. Preparation of plans	Municipal Engineer's	Chief Architect

7. Issue of building approvals	Municipal Engineer's	Chief Building Inspector
8. Preparation of tender	Municipal Engineer's	Chief Architect
9. Issuing of tender (advertis)	Town Clerk's	Town Clerk
10. Commencement of construction	Municipal Engineer's	Building Inspector
11. Supervision	Municipal Engineer's	Chief Architect
12. Occupation Certificate	Municipal Engineer's	Municipal Engineer
13. Final cost analysis	Municipal Engineer's	Chief Architect
14. Selection of Applicants	Social Services & Housing Department	Director of Social Services and Housing
15. Notification of successful applicants	Social Services and Housing Department	Director of Social Services & Housing
16. Handing to the successful applicants	Social Services & Housing Department	Housing Manager
17. Collection of revenue	Housing Treasurer's	Rent Clerk/ Revenue Clerk
18. Maintenance	Municipal Engineer/ Housing/Health	Works Superintendent/ Housing Manager/ Cleansing Superintendent
19. Health requirements	Public Health Department	Chief Health Inspector
20. Other taks: Evictions	Social Services and Housing Department	Housing Manager

Source: Compiled from personal interviews with the Municipal Engineer and Chief Architect in August, 1977.

3.4 Housing Management Functions

3.4.1 The Extent of Functions

The management of the Council's housing estates in Mombasa is in principle the responsibility of the Department of Social Services and Housing. In executing its responsibility the department is divided into the following sections as shown on the chart in Figure 3.3.

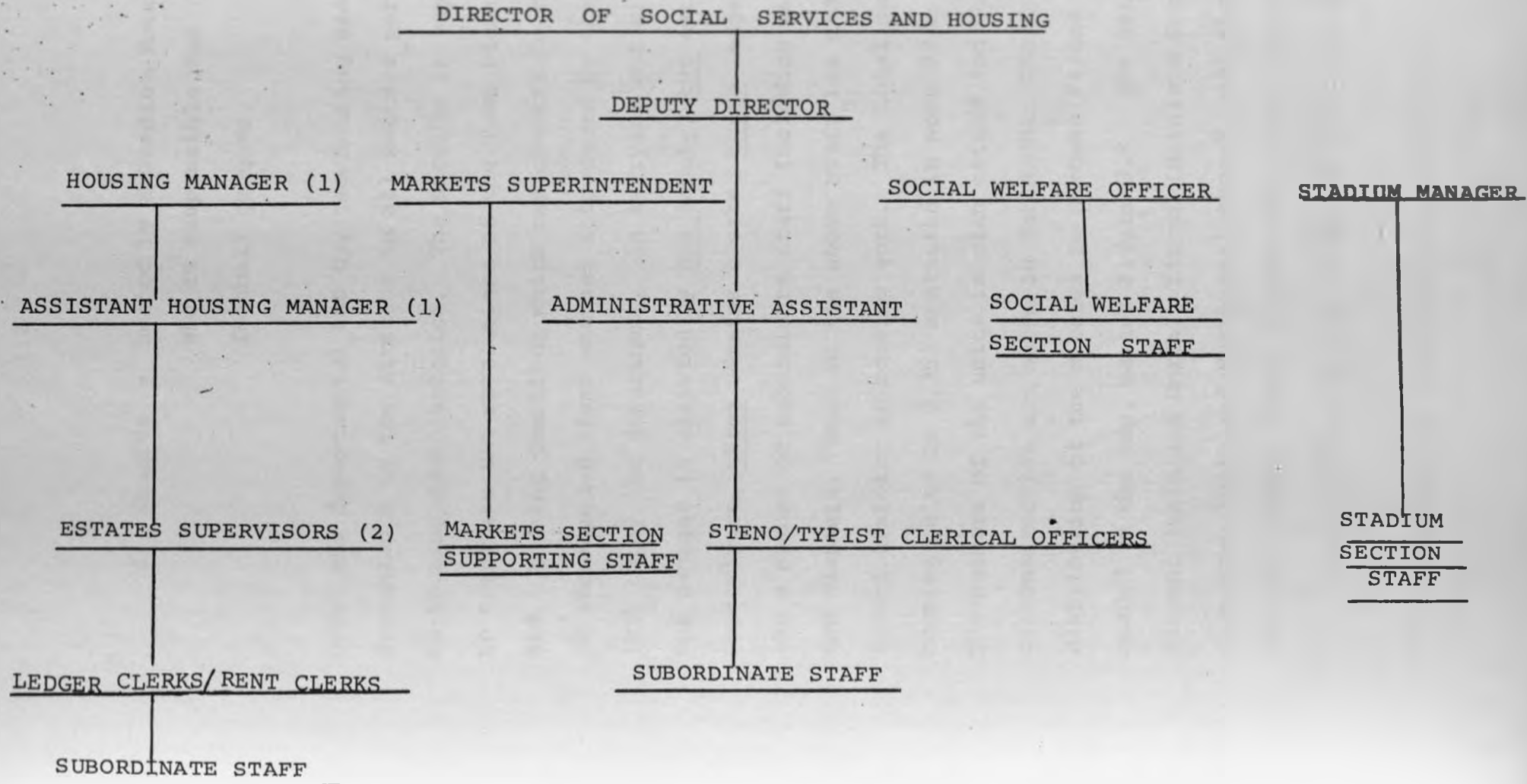
- a) Housing - headed by a Housing Manager and responsible for the administration of all the Council's housing estates.

- b) Markets - headed by a Markets Superintendent and responsible for the administration of municipal markets including food vendors and canteens both outside and within the Council's housing estates.

- c) Social Welfare - headed by a Social Welfare Officer whose responsibility covers the welfare of the people including their amenities such as village halls, nursery schools, Maendeleo Ya Wanawake Clubs, and Almshouses for the aged.

FIGURE 3.3.

SOCIAL SERVICES AND HOUSING DEPARTMENT ORGANIZATION CHART, 1977



- d) Stadium - headed by a Stadium Manager who is responsible for football grounds.

Under the departmental set up, the housing section is accountable to the director in all matters pertaining to housing administration. The section is expected to translate the resolutions of the Town Planning, Works and Housing Committee which may constitute rejected or recommended items whether introduced by the councillors or by the department. In carrying out his duties the manager is assisted by one deputy, two estates supervisors, three estates clerks, three ledger clerks, and a number of subordinate staff including messengers and cleaners. None of the above staff has had any formal training in housing work. The total number of housing units is 3,355 scattered in some 27 estates. The numbers of the units in each estate and the dates of construction are shown in Table 3B. The spatial distribution of the estates in Mombasa Island is shown shaded on the map, marked Figure 3.4. The estates in Kisauni (Mainland North), Likoni (Mainland South) and Changanwe (Mainland Northwest) though not shown on the map, are each located approximately 6 kilometres from the Housing Office at Port Tudor on the Island.

The management is organised on a geographical basis

TABLE 3B:

HOUSING PERFORMANCE OF THE MUNICIPAL COUNCIL OF MOMBASA 1948 - 1977

DATE	NAME OF SCHEME	TYPES OF FINANCE			NUMBER OF UNITS BY ROOM							TOTAL UNITS	TOTAL ROOMS	
		RENTAL UNIT	TENANT PURCHASE		MORTGAGE UNIT	1	2	3	4	5	6			7
			PLOT	UNIT										
1948	Mzizima	287				6	201	76	4				287	652
1948	Port Tudor	40							40				40	160
1950	Mvita Primary	27				17	10						27	37
1951	Nyerere Avenue	18					18						18	36
1952	Kizingo	4						1	3				4	15
1954	Port Tudor	96					96						96	192
1957	Kizingo - Flats	6						6					6	18
1957	Kizingo	9							9				9	36
1957	Port Tudor	48						48					48	144
1957	Thonley Dyer	570				466	40	56	8				570	746
1957	Norman's House	1					1						1	2

TABLE 3B:

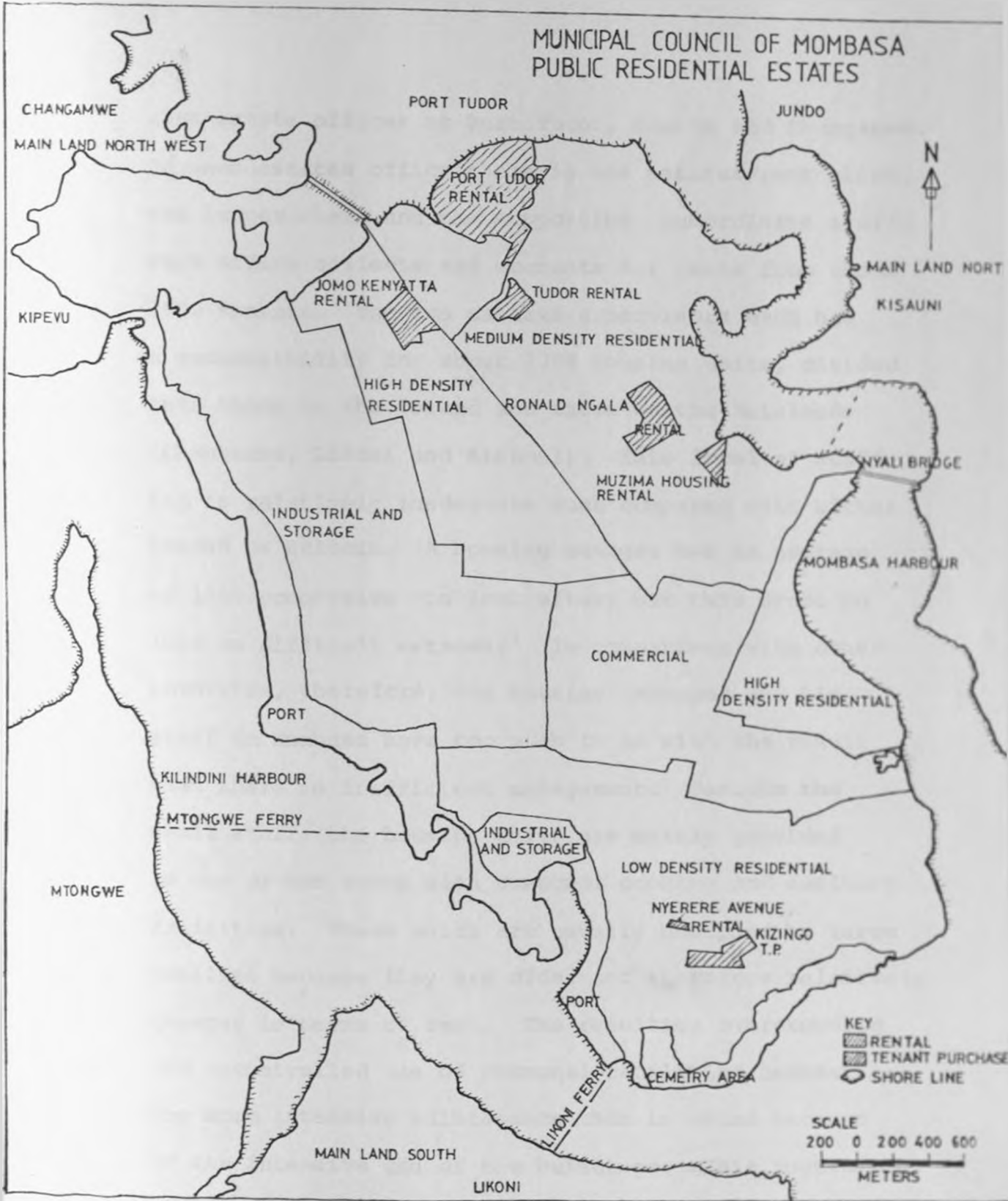
DATE	ESTATE	TYPE OF FINANCE				NUMBER OF UNITS BY ROOM							TOTAL	TOTAL
		RENTAL UNIT	TENANT PURCHASE		MORTGAGE UNIT	1	2	3	4	5	6	7	UNITS	ROOMS
			PLOT	UNIT										
1957	Changamwe	586				238	221	138	1				598	1098
1958	Nyerere Avenue	24							24				24	96
1958	Changamwe O.B.		101											
1961	Tom Mboya Road	4						-4					4	12
1967	Jomo Kenyatta	144					144						144	288
1967	Mzizima (Buxton)	64					32	32					64	160
1969	Changamwe TP Ph 1			50				50					50	150
1970	Majengo (Myita) Cl	12					6	6					12	30
1970	Jomo Kenyatta	144						144					144	432
1970	Likoni (Ngara Estate)	50							50				50	150
1971	Mzizima (Buxton)	64						64					64	192

TABLE 3B:

DATE	NAME OF SCHEME	TYPE OF SCHEME				NUMBER OF UNITS BY ROOM							TOTAL UNITS	TOTAL ROOMS
		RENTAL UNIT	TENANT PURCHASE		MORTGAGE UNIT	1	2	3	4	5	6	7		
			PLOT	UNIT										
1971	Tom Mboya Avenue	32						32					32	96
1971	Kisauni S & S		100											
1971	Kisauni Rental	100						100					100	300
1973	Changamwe TP Ph 2			47				47					47	141
1974	Likoni - Flats	300					180	120					300	720
1974	Tudor	100					100						100	200
1976	Changamwe New Flats	300					300						300	600
1976	Buxton Flats	216					216						216	432
	TOTAL 1977	3,258	201	97		727	1565	924	139				3355	7,185

SOURCE: Compiled from records in the Housing Office Tudor, Mombasa.

FIG 34



with estate offices at Port Tudor, Buxton and Changamwe. In each estates office there is one estates/rent clerk, one ledger clerk and the supporting subordinate staff. Each office collects and accounts for rents from about 1000 tenants. The two estates supervisors each has a responsibility for about 1700 housing units, divided into those on the Island and those on the Mainlands (Changamwe, Likoni and Kisauni). This level of staffing is relatively inadequate when compared with either Sweden or Britain. A housing manager has an average of 1500 properties to look after, but this drops to 1000 on difficult estates.¹ In comparison with other countries, therefore, the Housing Manager and his staff in Mombasa have too much to do with the result that there is inefficient management. Besides the small staff, the housing units are mainly provided in one or two rooms with communal cooking and sanitary facilities. These units are usually occupied by large families because they are older and therefore relatively cheaper in terms of rent. The resulting overcrowding and uncontrolled use of communal facilities necessitates more intensive maintenance than is usual because of the intensive use of the buildings. This together with other factors will put a strain on the management staff whose capacity to carry out the work is already

¹Sheera Wilson: Difficult to let Housing in Sweden
Housing, The Journal of the Institute of Housing,
June 1979 p. 23.

limited. It is also because of the limited number of staff in the housing section that some areas of responsibility in housing management have been transferred to other departments within the Council. This has, in many instances, resulted in lack of co-ordination and an apparent poor performance.

The following sections will now discuss the specific housing management functions, whether they are carried out directly by the housing section or by other sections within the Council. These functions will include assessment of housing need and demand for future housing provision, housing allocation, rental assessment and collection, maintenance and repairs of estates, and welfare work in the housing estates.

3.4.2 Assessment of Housing Need and Demand

It has been pointed out in the previous chapter that in all cases the assessment of need and demand for housing in Kenya is carried out by the Ministry of Social Services and Housing. During the field survey it was discovered that the architect in the Municipal Engineer's department is responsible for advising the Ministry on the town's housing needs and demand. We also discovered that there was very little liaison between the architect and the housing manager in carrying out the assessment. After preparing his

estimates of the town's housing need the architect forwards the figures to the Town Clerk who liaises with the Ministry of Housing on behalf of the Council. There was no evidence of any meetings held whether by the technical officers or a committee of the Council to verify the estimates. The architect based his estimates on public records of population census and wage income records prepared by the Ministry of Finance and Planning. He did not think records kept either by the housing section in respect of applicants wanting houses, or those kept by the Public Health Department in respect of mortality rates were of any use. He did not think that the records were properly kept. Although we could not verify the accuracy of the records, we established that the Housing Manager kept a record of all applicants with their details such as family size, income and size of accommodation needed. The available records showed an upward increase in the number of persons registering to be considered for council housing as shown below.

Cumulative Number of Applicants on the Waiting
List by Year

1957	1200
1969	3937
1974	4765
1975	6795
1977	7311

This useful information seems to be kept only for purposes of allocating available accommodation, while in effect it should be used as a measure of housing need and demand in the town.

Failure to take into account the local circumstances, for instance, led the council to provide 1,311 single roomed units in Changamwe in 1957 at a monthly rental of KSh. 22/50. Although there were 1200 applicants on the waiting list, most of them were earning KShs.63/- per month and hence could not afford to spend more than 30% of their income on housing. They also considered the transport cost since Changamwe was 6 kilometres away from the town where the majority worked. Perhaps the size of the accommodation they required was also not considered as some of them could have had large families. The net result was that a year later, only 764 units had been taken mainly by commercial firms and public enterprises for their employees. During the year the Council realised a deficit of £12,000 on the estate alone, and so in 1959 the rent had to be lowered to attract individual tenants.¹ If note had been taken of the applications on the waiting list, the Council should have adjusted

¹Richard Stren. Low Cost Housing in Mombasa, 1971
p. 468.

the rents in advance to meet the demand. The figures which the architect and the Ministry of Housing tend to use are the bulk figures for the whole town. These figures would give , for instance, total population of the town, numbers of people employed and their salaries. But the income structure surveys for the whole town are not necessarily a good guide for housing demand because not everybody whose income would enable him afford a given house would be willing to pay that accommodation. The household could be living more cheaply elsewhere. To illustrate this point further, I shall reproduce Tables 3C and 3D below.

TABLE 3C: INCOME STRUCTURE OF MOMBASA RELATED TO COST OF HOUSING

Earning Group in Shs. Per Month	Affordable monthly rental	Affordable dwelling Cost/Unit in £
upto Shs. 199	upto Shs. 39	upto £299
Shs. 200-399	Shs. 40-79	£300-£499
400-599	80-119	£600-£899
600-999	120-199	£900-£1499
1000-1499	200-299	£1500-£2249
Over 1500	Over 300	Over £2250

Note: Affordable monthly rental is based on 20% of household's income while affordable cost is based on 2½ times household's annual income.

TABLE 3D: DISTRIBUTION OF WAGE EMPLOYMENT BY INCOME GROUPS IN MOMBASA

Year	Earning upto Sh.199	Earning Sh. 200-399	Earning Sh.400-599	Earning Sh.600-999	Earning Sh.1000-1499	Earning over Sh.1500
1972	8,948	20,294	11,272	8,769	4,199	4,999
1973	11,757	18,901	9,158	9,109	3,999	4,303
1974	6,962	20,459	12,040	12,509	4,905	5,301
1975	13,766	14,579	13,389	11,769	6,231	7,533
1976	11,230	16,540	13,937	18,716	6,806	7,861

Source: Statistical Abstract 1977, Table 2.82

From the above two tables, it is apparent that say people earning over Shs. 1,500/- per month who can afford a rent in excess of Shs. 300/- per month have been increasing in number from 4,999 in 1972 to 7,861 in 1976. However, during the field survey in Mombasa in August 1977 an analysis of the new waiting list that had been prepared by the Council since December 1975 revealed that so far the following people had registered.

People earning upto Shs. 500 p.m.	= 447
" " Shs.501-1000	=3079
" " 1001-1499	=2318
" " over 1,500/-	=1503

Total number of people on waiting list 7,311

Thus although there were over 32,000 people in Mombasa earning below Shs. 500 per month and about 8,000 people earning over Shs. 1,500 per month, those actively seeking council housing were only 447 and 1,503 respectively by August, 1977. The total number of households wanting housing is 7,311. But the Ministry of Housing in carrying out a survey of housing in Kenya in 1973 recommended that Mombasa needs a total of 21,230 housing units. More specifically, more than 16,000 units were needed for people earning less than 500/- per month; while 5,000 units were needed for people earning more than 600/- per month.¹ From our waiting list the relationship is the reverse of that of the Ministry of Housing. Consequently, planning for housing may be dislocated because the main purpose of carrying out an assessment of housing need is to establish the level of housing that should be provided for the extra population, albeit, at a price which they can afford. If we were in a state where everybody could afford a given house, then there would be no need for income grouping; the need would be based on maximum occupancy rate per room. In our case income seems to play a greater role in determining who should be housed. It does not appear in the Mombasa case that housing provision is based on this criterion. The houses provided have therefore sometimes remained vacant due to ineffective

¹Ministry of Housing and Social Services. Urban Housing Needs in Kenya 1974-78, January, 1974.

demand with resulting loss in revenue to the Council and an apparent lack of faith in the councillors and officials by the residents because they have failed to provide a needy service.

3.4.3 Housing Allocation Procedure

The purpose of allocating houses is to ensure that households obtain those housing units best suited to their needs and those they will afford to pay for. The criterion for allocating houses on the basis of need in Kenya is the room occupancy rate. It is considered that the maximum occupancy rate for a two-roomed house should be 5 persons, i.e. there should be an average of $2\frac{1}{2}$ persons per room.¹ Although the policy makes no statement regarding the sexes, for the purpose of this study, it will be assumed that two adults of the same sex or a married couple would share a room and that each child under 10 years would be counted as half person. The room sizes are, however, controlled by the Kenya Building Code which requires every habitable room to have a superficial floor area of not less than 75 square feet, with a minimum width of 6' 6" , and a minimum area of 40 square feet for each person accommodated therein.² Thus for the purposes of

¹Republic of Kenya. Development Plan 1974-78, Section 21.23 of Housing Chapter.

²Kenya Building Code. Local Government (Grade II Buildings) By-Laws, 1968 Schedule No. 10(2).

satisfactory occupancy rate no two persons should share a room less than 80 square feet, i.e. 8 square metres, in area. It has also been stated in chapter II that in terms of housing demand, to ensure that an occupant will have no problems in paying rent, each household's income should be at least five times the monthly rent for the accommodation sought. Therefore in allocating houses in Kenya today, every local authority is expected to consider both the criterion for need as well as the affordability of the applicant. It is the practice of local authorities to keep a waiting list of applicants that would eventually be considered using the above criteria in allocating available houses.

In Mombasa, any person could go to the office of the Housing Manager in Tudor Estate to pick up an application form which would be filled and returned to the office. A specimen of this application form is attached at the end of this study in Appendix A. It gives the information the Housing Manager thinks is necessary to enable the Council consider an applicant for housing allocation. However, there is no indication on the form as to how the Council would verify the information received from the applicant. That is, the form does not, for instance, require an applicant to bring a letter from his employer confirming his terms of employment and salary, nor does it ask

for a letter from a bank to confirm an applicant's income in the case of self-employed persons. There is no requirement for proof of marital status either. Therefore, the information given by applicants may be faulty and therefore lead to improper allocation even if the above criteria are correctly applied.

On receiving an application an estates clerk in the housing office gives it a numerical number in order of receipt and files it in a folder according to the name of estate preferred and by the number of rooms requested. A receipt of the application is acknowledged by giving the applicant a slip containing a waiting list number on the form. Here again we noted a weakness with the administration of the applications because no vetting is carried out to ascertain whether the applicant qualifies for consideration or not. This increases the volume of clerical work and at the same time gives unnecessary hopes to those who in terms of affordability or the requisite floor space required would not qualify. The method of filing the applications by the number of rooms required is also not appropriate because the application does not include the units with single rooms, when there are about 500 units with single rooms. When the applications have been filed, if a unit falls vacant, whether

by eviction of an old tenant or through new construction, the clerk prepares a list of all applicants for that category of housing, which list is forwarded by the Housing Manager to the Director of Social Services and Housing. The Director would then present the list to the Housing Allocation Sub-Committee which comprises the Mayor, as Chairman of the Council, the Town Clerk, a number of councillors and the Director himself.

Neither the Housing Manager nor the Social Welfare Officer appear before the allocation committee. Thus any questions that would arise in connection with the application may not be satisfactorily answered by the Director as he never prepared the list. In such cases the applications would have to be referred back to the Housing Manager with the results that a lot of time is wasted.

Before 1973 the manner in which the sub-committee carried out the allocation from the list prepared could not be properly explained by the council officials whom we interviewed. It was vaguely stated that they had a "points scheme" for weighting the applicants. However, whatever this system was, it was not considered fair by the applicants. It was clear from the survey that some people owned more than one council house, and in some cases houses were allocated to applicants who finally could not take up the premises

because they could not afford the rents. Since 1973, however, the Ministry of Local Government under circular No. 12/1973 of 20th February, 1973 directed all councils to allocate all their houses and plots through the ballot system. The intention was that all eligible applicants should participate in the ballot with an equal chance of success. The first council houses to be balloted in Mombasa were the 300 units in Likoni for which there were 4765 persons on the council's waiting list wanting 2-3 roomed units. Each applicant was given a number, which were sent to the sub-committee. Each number was written on a piece of paper, all of which were sifted into a drum from which each member of the sub-committee picked up a piece of paper at random until a total of three hundred papers had been picked. The numbers picked were those regarded as successful to whom letters of offers were sent.

When the exercise was completed the system was found to have minimised public complaints about favouritism or that the allocations had been unduly influenced by extraneous factors. However, the exercise had proved costly in loss of revenue in rentals, stationery and officers' time. The allocation was not as successful as expected, again because of the way applicants were presented for balloting without screening to see if

they satisfied the criteria. Some of the people allocated houses at Likoni were earning less than KSh.500/- while the rental asked was KShs.300/- per month. Some of the successful allottees never responded as perhaps they were no longer interested.

According to the Director of Social Services and Housing, "the council had to house them because they happened to be in the list of those who were to be balloted and were successful through balloting. To alleviate the problem the Council should in future, first scrutinise the list of applicants before ballot takes place".¹ This admission of poor allocation system would only be traced back to the idea that the housing section besides being understaffed has no people trained in housing work to be able to appreciate the housing allocation process. In the final analysis it is the council that loses revenue when houses are either not taken on time or when tenants are unable to meet their obligations.

Following from the unpleasant experience in Likoni, the Council decided to close the old waiting list in December 1975, and started a new record in January 1976.

¹See Director of Social Services and Housing Report for 1975, p.5.

No notices were put in the press in this respect but circular notices were posted in the estates offices where tenants normally go to pay the rent or report repair complaints. When a similar exercise of revising the waiting list was carried out in Nairobi and Kisumu in 1972 and 1976, respectively, notices were published in the daily newspapers inviting new applications. Thus although there were 7,311 applicants on the waiting list at the time of the survey in 1977, even the council officials and interviewed tenants thought there could have been a greater response with more publicity.

Another reason why we also think the list could have been much bigger and hence more realistic is that because "the council does not intend to build one-roomed houses or flats in the near future, the waiting list for one room has been abolished".¹ As pointed out earlier, estates such as Changamwe and Thornley Dyer have several single roomed units which will continue to be occupied as such. These rooms would fall vacant and hence there should be need to receive applications for such units. It was not explained how the council intends to allocate such rooms, and in the absence of any explanation to the public, there will remain the impression, well founded or not,

¹See Director of Social Services and Housing Report Op Cit.

that allocation of these units will be biased. Applicants are likely to use every means legitimate or otherwise to obtain support for their particular interest. The single rooms remain the cheapest in terms of rent and demand for them is therefore bound to be very high among the poorer part of the town's population. To exclude such applications is to suppress the true state of housing need and demand in the town; it also means that the Minister's directive on housing allocation is not being complied with by the Council. The councillors who are supposed to direct the policy do not appear to come up with any solutions regarding this anomaly. Cases for single rooms will not even appear before the allocation sub-committee as they are no recorded applicants. Somebody in the council stands to benefit unfairly out of this state of affairs.

When successful applicants have been offered accommodation, they are then normally expected to sign lease agreements. The section below will discuss the type of tenancy agreements that operate in Mombasa and their effects on housing management.

3.4.4. Tenancy Agreements

Once the allocation sub-committee has completed the selection process the results are submitted to the parent committee for ratification and subsequently to

the whole council. The Director is then authorised to issue letters of offer in which applicants are asked to deposit with the council a sum of shillings equivalent to one month's rent which will remain with the council until the property is handed back. The applicant will then be informed of when to collect his keys from the housing office after paying the rent in advance. At the offices of the Housing Manager, the applicant will be expected to sign a tenancy agreement. A specimen of this agreement is attached at the end of this study in appendix B. Normally what happens is that the tenants sign the agreement without understanding it. Nobody carries out what is called pre-tenancy education of the tenants to enlighten them of what their privileges and obligations that go with them are. One cardinal thing they know is that they must pay rent at the beginning of every month in which they will be occupying the houses. A survey carried out in the estates about the tenancy agreement as to "those who read and understood it" and "those who had not read it" before signing revealed the following results. In each case the number of tenants interviewed represented at least 10% of the total in each estate.

TABLE 3E:

E S T A T E	NO. INTERVIEWED	% YES	% NO
Changamwe	100	10	90
Mzizima	30	70	30
Likoni	30	70	30
Ronald Ngala	20	80	20
Kisauni	20	60	40
Jomo Kenyatta	30	60	40
Port Tudor	100	50	50
TOTAL	300	60	40

From the above results it became clear that on average 40% of tenants interviewed said they had not read the tenancy agreement. Some of the tenants said they had not even seen the agreement because the houses were leased for them by employers. Others had not seen the agreement because they were not the original tenants although they kept paying rent in the names of the original tenants. We did not find it easy to verify the degree of illegal occupation because in most cases the occupants were relatives or friends that know the original tenants. There were other tenants who said they were merely handed the keys for the houses and never signed any agreement. Whatever the reasons for not making the tenants see and understand the contents of a lease agreement portray a serious case of bad

management on the part of the council. It makes management and control of the estates much more difficult if the tenants do not know that they should provide dust bins for refuse, or that they should replace immediately any cracked or broken glass at their own expense. Wanton destruction of the premises becomes the rule rather than the exception.

Another aspect of the tenancy agreement in Mombasa is that it is a "monthly tenancy" which means that the tenant is expected, in terms of maintenance, only to keep the interior of the premises in good repair. The council is expected to keep all external parts including the compounds in good condition. The effects of this agreement are in the first place that it places a heavy responsibility for repair on the landlord which is demanding in terms of labour, materials and finance. The second implication is that monthly tenancy offers no reasonable security of tenure to the tenant and he may care little as to what happens to the property. Evidence of poor care of the property was abundant in Mombasa. This will become more apparent in the part dealing with maintenance and repairs in section 3.4.5.

The tenancy agreements between the council and the tenants are, however, drawn by the legal section of the Town Clerk's Department. As lawyers they would

prepare what is legally expedient in creating a contractual obligation. It does not appear there is consultation with the relevant departments or at council level to enable others say what they think is good for both the council and tenants. After all councillors are supposed to be representatives of the tenants, but the sort of agreement tenants are asked to sign is heavily weighted against them. It is also clothed in legal terms which, according to one tenant, "is not easy to understand". The clerks in the housing section too admitted that they could not explain everything in the agreement to the tenants in a way they would understand. There is hence a need for a simple agreement that is self-explanatory.

3.4.5 RENTAL POLICY AND ACCOUNTING

Rental Policy

In the early days of urbanisation in Kenya, the colonial government's policy was that Africans who were provided with public housing should pay sub-economic rent, i.e. rents were substantially lower than what was being paid for privately rented accommodation. The main reason was because the wages earned by the Africans were very low. This was, for instance, verified by the Willan Commission of 1939 which found that 52% of the railway workers in Mombasa only earned Kshs. 20/-

per month, while the municipal workers in the lowest cadre only earned KShs. 16/-. As early as 1947 it had been thought that because of the low wages rents should be subsidised according to each household's ability. This form of subsidy, which may be called "subjective subsidy" is generally difficult to administer. It was found easier to fix rentals per unit with a diminishing subsidy for the better type of housing. Greater subsidy was extended to the married couple who paid 30% less rent than a single person for the same accommodation. The effect of this subsidy was that because the local authorities had to meet the larger part of the fixed and recurrent costs of the premises, the housing estate development could not be increased for lack of sufficient funds. The few existing houses became overcrowded.

When Vasey was appointed in 1950 he reported that in the long run rental houses could not be subsidised. Following this recommendation, the Mombasa Municipal Housing Committee at its meeting on 12th June, 1951 recommended that all flats in Tudor Housing Estate should be let at economic rentals to commercial firms and public organisations instead of letting them to individuals, and that when present flats fall vacant, they should be re-let to Africans at economic rents.¹

¹Mombasa Municipal Board, Housing Committee Meeting of 12th June, 1951, Minute 261/51.

Therefore when Changamwe Estate was planned and ready for occupation in 1957, it was being let at economic rents of Shs. 22/50 per month for single rooms. The units were therefore generally let to commercial firms and public organizations since the majority of individuals were earning only Shs. 63/- per month. The policy did not change with transfer of power to an African Government. When Jomo Kenyatta Flats were ready for occupation in 1967, the economic rent of KShs. 220/- per month could not be afforded by many individual tenants and so most of the flats were leased to employers. The effect of this move away from subsidy was that by 1969 about 40% of the Council's public housing in Mombasa was leased to corporations and other employers. This move defeated the whole purpose of providing housing for the low income groups and made the organisations wait only for council housing instead of putting up their own houses. It is a whole national issue, and it hinges mainly on the sources of finance for housing, the cost of and availability of land and the cost of labour and building materials. Most of the local authority funds for housing are borrowed and must therefore be repaid with interest. All this is passed to the tenant together with cost of administration. The following section will illustrate how economic rents are arrived at.

Rental Calculation:

It has been mentioned earlier that the major source of finance for all publicly provided municipal housing is the National Housing Corporation. It lends housing finance to the local authorities at the rate of 6.5% per annum over a period of 40 years for rental accommodation and 20 years for tenant purchase schemes. This loan repayment is passed on to the tenants. In addition, the tenants must pay for recurrent expenses such as maintenance and repairs, insurance, land rent and municipal rates, and the administrative expenses of the council as well as bad debts. Figures for the relevant costs have been recommended by the Economic Planning Section of the Ministry of Housing and Social Services as follows:

	Cost of house to include infrastructure legal fees, stamp duty etc, say	..... KSH. <u>1,000</u>
1)	Loan repayment to NHC for 40 yrs @6.5%	= Shs. 70.69
2)	Maintenance @ 2% of house cost	= 20.00
3)	Insurance @ 0.25% of house cost	= 2.50
4)	Land rent @ 5% of land value (assumed to be 10% of cost of house)	= <u>5.00</u>
	Annual payments	= Shs. 98.19
5)	Administration	7.5%
6)	Bad debts	<u>5.0%</u>
	12.5% of annual payments	= 12.27
7)	Rates @ 5% unimproved site value assumed to be equal to 0.4% of house cost	= <u>4.00</u>
	TOTAL ANNUAL PAYMENTS	SHS. <u>114.46</u>

Annual payments expressed as a percentage of total cost of a house equals 11.4%, say 11.5%. A tenant purchaser meets about 14% of the cost of house because of the shorter period of repayment. In addition to rental charges, tenants meet the cost of water, electricity, sewerage and refuse collection.

The concept of basing rentals on the capital costs of the house also means that rents for subsequent constructions will be higher as building costs as well as land costs increase. It also means that as maintenance costs of building increase, rents will also go up accordingly. For instance, when the Council put up 216 flats in Buxton in early 1975, the contract sum for each unit was KShs. 25,280/- for which the rentals would be Shs. 290/72. When another contract to build 300 flats in Changamwe of the same size was concluded towards the end of 1975, the figure for each unit was KShs. 33,220/- for which the rent would be KShs. 392/03 per month. Similar units today would cost KShs. 40,000/- each for which the rental calculated on the same basis is KShs. 460/- per month.

The implications of this system of rental calculation is that more and more people are going to be excluded from occupying public rental units, and those who initially qualify to occupy the units will eventually find themselves unable to cope with rental increases.

Overcrowding will therefore persist because tenants have to take in lodgers. The strain put on the buildings due to over use will lead to higher maintenance costs and rapid deterioration of the structure. At the same time, the Council will be confronted with public outcry that their interests are not being attended. The Council may therefore be tempted to stop providing complete units and lay more emphasis on site and service schemes which may be cheaper to provide. The reality of the situation in Mombasa is that out of a total of 65,655 wage earners recorded as at December 1976, a total of 50,423 or 77% were earning less than KShs. 1,000/- per month. Thus considering our demand criterion previously set majority of these workers will never afford council housing in Changamwe or Buxton. But majority of them may be wage earners from other parts of the country who may have no interest in the site and service schemes. They may be only interested in rental accommodation.

The whole policy of rental calculation needs an overall review, not only in Mombasa but for the whole country. In the present circumstances, there is no way the Council can avoid large numbers of rent defaulters as was the case in Likoni Estate in 1969, and overcrowding in the housing estates.

Rental Accounting

For the purposes of rental collection, Mombasa Municipal Council has adopted the geographical system of housing management by having three separate estates offices, each responsible for collecting rent from about 1000 tenants. These offices are at Changamwe, Buxton and Port Tudor. In each office, there is one rent clerk, one ledger clerk, one estates clerk and one or more office messengers. It is the duty of the rent clerks to receive rents from the tenants and issue receipts with carbon copies for office records. He passes each receipt to the ledger clerk who has all the ledger records for each tenant expected to be paying rent to the particular estates office. He enters the rents on the respective cards as they are paid, and calculates what balance, if any, is still in arrears. Each tenant should have a credit balance on his ledger card by the amount of deposit he paid before occupation. The estates office is opened during the working hours, and at the end of the day, the rent clerk balances his records by cross-checking with the ledger clerk's records. The money collected is dipped into a wall safe whose key is kept by the Chief Cashier in the Town Treasurer's Department. It is the Cashier who collects the previous day's collection every morning. He issues a receipt to the rent clerk for the sum collected, banks the money in the appropriate account

and forwards the bank pay-in-slip to the accountant dealing with housing account. This system of rent collection and recording appeared to have worked quite well in Mombasa with no cases of fraudulent accounting from the estates offices. It also made it easy to check on rental defaulters. This is because as per tenancy agreement tenants are expected to have paid rents by the seventh day of every month. The ledger clerk starts to compile the list of those who have not paid between the first and the 6th, which list on the 7th is sent to the estates supervisor for action. There is no need to check with the Treasurer's Office because records in the estates are complete..

The estates supervisor for each area on receiving the list sends notices of rent outstanding to respective tenants to pay within 14 days, or else face eviction. Those who have genuine cases are normally given extension upto one month. Should a tenant fail to pay rent within the time required, they are evicted without another notice. The housing section sends a requisition for use of the council lorries and requests for help of council "askaris". Goods collected from a tenant's house are stored in a godown to await his collection as soon as he pays outstanding rent. If no claim is made within three months, the goods are advertised for public auction.

At the time of survey there were about sixty defaulters among whom there was a former deputy mayor with four months' rent, and a senior council officer who owed the Council Shs. 6,000/- in rent. Generally, however, the cases of rent defaulters in Mombasa is small, and it varied from one estate to another. Table 3F and 3G extracted from municipal records give a comparison between rents collected for the whole Council and from respective estates below:

TABLE 3F:

Year	Expected Rent	Rent Collected	% Collection
	£	£	
1968	114,260	116,971	102.3
1969	126,415	130,290	103.0
1970	153,480	137,725	89.7
1971	162,215	164,170	101.2
1972	174,660	184,805	105.8
1973	192,120	176,081	91.6
1974	192,120	207,884	108.2

The estimated rent was based on the existing number of units multiplied by the rental for each unit at the time, while the rent collected was the actual rental collection in record. The increase in estimated rent went up as more units were occupied. The rents collected sometimes exceeded the estimates because the

accounting year of the council coincides with that of the government, and so by June 30, some of the rents due for the year could remain outstanding. Also certain houses which were expected to be ready for occupation in a given year may be ready either sooner than expected or later. This has a distorting effect on rents collected. However, although the overall view of rental collection in Mombasa was near 100%, percentages collected varied with certain estates. For instance, although 1968 saw the council collect 102.3%, the figures for each estate varied as shown in Table 3G below:

TABLE 3G:

ESTATE	RENT EXPECTED	RENT COLLECTED	% COLLECTION
	£	£	
Buxton Road	33,045	34,689	105.0
Port Tudor	29,160	28,753	98.6
Changamwe	27,700	27,700	100.0
Nyerere Avenue	3,606	3,521	97.6
Kizingo	700	620	88.6
Jomo Kenyatta	20,050	21,641	108.0

The highest rental collected was in the Jomo Kenyatta Estate, where the final rents charged when houses were complete were higher than original estimates. The

flats which were intended to let for KShs. 220/- per month were eventually let for KShs. 240/- per month owing to increase in contract sum during the period of construction. The lowest rent collected in any one estate was from Likoni Estate in 1969, where only £416 of the estimated rental of £3,120 was collected. This represented only 13% of the estimate, but figures for all the estates for the year showed that rents collected amounted to 103% of the budgeted figure. The Likoni case arose because of the lateness in taking up the accommodation due to the poor process of allocation as previously discussed.

For all the estates, the highest rental collection was recorded in 1974 when the Council collected 113.6% of the budget. This high collection was due to rent revision for all the council estates which was effected in early 1974 and therefore swelled the collections for the last half of the financial year. Every estate recorded a rent in excess of 100%, although it is possible that not every tenant paid his due rent.

Accounting for the rents once collected is done by one officer in the Treasurer's Department. He supervises the operation of a separate housing account which was opened in 1974 together with a separate bank account. Before this time the Council had one bank account for all its revenue and paid all expenditure out of this.

However, with the operation of a separate housing account, only costs attendant to the management of housing estates including salaries, central administration charges, loan repayments, maintenance and repairs and contribution to renewals fund are deducted.

However, for the purposes of costing, particularly with respect to materials and labour for maintenance and repairs, the officer relied on figures given by the Municipal Engineer. There was no method of cross verification either by the Housing Manager or by the Treasurer's Department as the latter has no costing section. There is also no laid down method of costing particularly with respect to labour. While the cost of materials would be based on their prices, labour was said to be based on a particular employee's hourly earnings. What this means in effect is that unless the number of hours an employee takes to finish a job is regulated, it is possible that cost of labour may exceed what an employee would normally earn in a month with the result that maintenance vote could be overspent.

We also observed that besides the maintenance fund being kept by the council, there was another account called "Reserve for Renewals" fund which as at December 1975 had a credit balance of £245,821. At the same

time the Maintenance Fund had a credit balance of £122,544. Nobody in the council seemed to be clear about the purpose of this fund, because most major alteration and repair works are carried out from the maintenance fund which does not appear to be exhausted annually. It was possible to interpret the existence of this fund to be a "sinking fund" meant to replace the buildings at the end of their lifetime. This does not appear to be the case because the contributions to the fund bear no relationship either with the capital value of the buildings or rental values. This fund could be used to provide more housing to the residents instead of keeping it idle.

Generally, the housing account in Mombasa had been healthy with credit balances since 1968, unlike the case with other local authorities in Kenya whose housing accounts are most of the times overdrawn. The housing account balances are shown in Table 3H below.

TABLE 3H: HOUSING ACCOUNT BALANCES 1966 - 1974

YEAR	RENT COLLECTED	TOTAL EXPENDITURE	BALANCE
	£	£	£
1966	61,317	63,984	2,667 DR
1967	67,353	44,368	12,985 CR
1968	116,971	77,370	39,601 CR
1969	130,290	95,390	31,931 CR
1970	137,725	95,390	42,335 CR
1971	164,170	111,166	53,994 CR
1972	184,805	100,168	84,637 CR
1973	176,081	124,203	51,878 CR
1974	207,884	145,934	61,950 CR

Because the housing account has credit balances it would be proper to assume that the council should provide efficient services in housing management. It could also mean that the balances arise as a result of services not being properly provided either due to lack of staff or poor management organisation. But the question of lack of funds in the housing operations should not arise, because, as stated above, housing account is separate from other revenue accounts of the council.

3.4.6 Maintenance and Repairs to the Estates

Organisation of Maintenance and Repair Works

It has already been pointed out that although the Housing Manager is the one responsible for the management of housing estates, because of the skeleton nature of his staff, he is helped in the execution of his work by other departments. In carrying out the maintenance and repair works in the estates, the housing section is helped by the Public Health Department and the Municipal Engineer. The former carries out all the cleansing works such as refuse collection, cleaning of drains, and clearing of grass in the estates. The department employs its own staff to do the work, organises its own work schedule and receives complaints of blockages from tenants directly in the cleansing

Superintendent's Office. The Municipal Engineer carries out all repairs and related works in the estate buildings. But the department does not initiate works to be executed. The work originates from the housing section where the tenants are supposed to report defects at the estates offices. The housing section is also expected to prepare a programme of maintenance cycle for all the estates, which should then be discussed with the Engineer for execution. The section should usually prepare annual budgets in respect of maintenance works to be submitted to the relevant committees. It was evident during the surveys however, that the manner in which the maintenance work is organised does not function to the satisfaction of the tenants.

The tenants are required to report their requests for repairs to one of the three estates offices in their areas. No such offices exist in either Likoni or Kisauni, each of which is about 6 kilometres away from the nearest estate office. An estates clerk records in a duplicate book each complaint according to the estate. He does not verify what the tenant reports, and because the clerk is not very conversant with building technology terms, he relies solely on the tenants to describe the defect. The clerk then forwards the complaints received each day to the estates supervisor for the area. The supervisor in turn prepares

a requisition asking the Engineering Department to execute the repairs, The requisition is usually signed by the manager.

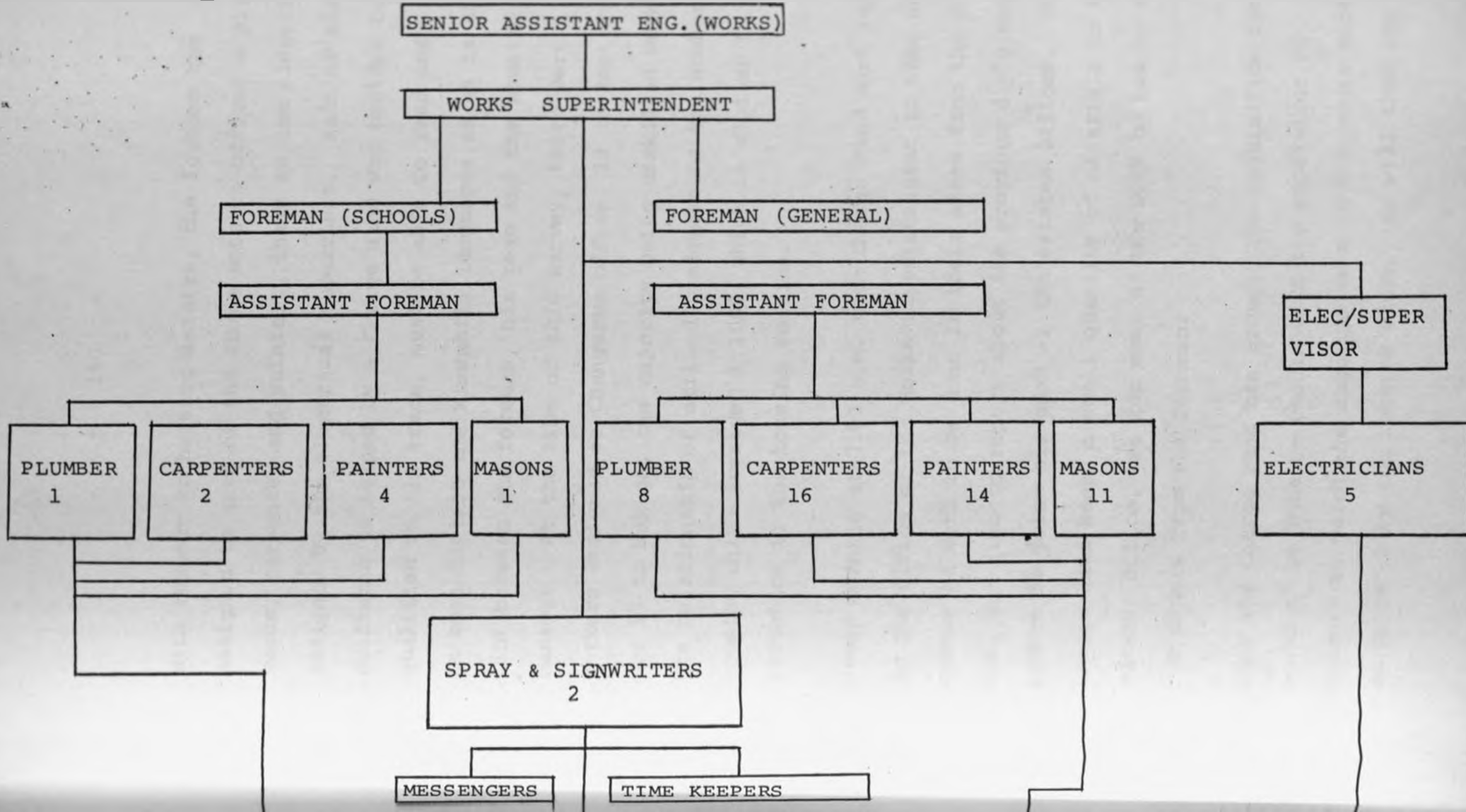
The Works Section

The Engineer's Department that undertakes the execution of maintenance and repair works in addition to its other responsibilities is divided into various sections according to the specific tasks to be performed. The sections include planning, roads, parks, sewer/drainage, and works. The last section is responsible for the execution of maintenance and repair works for all council buildings.

The structural organisation of the works section is shown on the chart in Figure 3.4A. The section is headed by a Senior Assistant Engineer who is assisted by a technically qualified Works Superintendent. There are two foremen and their assistants. One foreman is in charge of all the 40 primary and nursery schools within the municipality. The second foreman maintains 10 municipal markets, 19 health centres, civic buildings and all the council housing estates. All electrical work is supervised by one electrical supervisor. The various tradesmen employed are shown by the figures in the boxes in the chart.

WORKS SECTION - ORGANIZATION CHART, 1977

FIG. 3.4A



With respect to housing estates, the foreman has assigned to each of the three estates offices a plumber, mason, carpenter and painter. There is one electrician assigned by the electrical supervisor. Each of these craftsmen is helped by a Charge Hand who besides being qualified in his trade, must be able to read and write in both English and Kiswahili languages as he is the link between the foreman, his team and the housing manager. At the time of this survey, there were 25 workers assigned to Changamwe office, 19 to Port Tudor and 17 to Buxton, the majority being unskilled workers. The relationship of skilled tradesmen to the number of housing units averaged 1:1000, which is similar to the situation in the housing section.

Every morning at 7.00 a.m. each Charge Hand must report to the office of the Works Superintendent to take new orders of work to be done in their areas from the foreman, and also to report about the previous day's work before he joins his team at the estates offices. The Charge Hand keeps a small quantity of materials in the estates office, but for most of the work he has to ask for orders from the foreman.

When the Charge Hand has brought the requisition for works to be done he checks with the supervisor of estates to match the requisition with the order book as prepared by the Estates Clerk. He will then ask

his men according to the particular trade involved to accompany him to check the defect. Where work involved does not need new spares, the work will be carried out as it is inspected, but where spares are needed, a much longer process will be necessary.

Ordering for Spares

Where the Charge Hand finds that he needs more spares than are available in his stock, he will report to the foreman who will enter the necessary details in a record book. The foreman will write a requisition to the stores which keeps all the spares for the whole Engineering Department. The requisition must be signed by the Works Superintendent. The Chief Stores clerk will make the necessary entries in his books and charge the appropriate materials vote. Where materials are not available in the stores the Works Superintendent will indent the Municipal Engineer who will sign a local purchase order to an approved supplier. The supplier will send the materials to the stores from where the Charge Hand through the foreman will get his supplies. The suppliers invoice to the Engineer will be sent to the Municipal Treasurer for payment and charged to the stores vote.

The procedure in ordering the materials can be quite long and time wasting. But when the materials have

been supplied to the Charge Hand, neither the stores nor the Works Superintendent have a way of verifying that they were actually used for the intended purpose. The housing section whose maintenance and repairs vote will eventually be charged by the Works Superintendent for both materials and labour either does not have the capacity or is not bothered about verifying how the work is executed. There is the possibility of spares not being properly used while the defects remain to be remedied at a future date.

Maintenance Expenditure

It has been pointed out that soon after preparing the requisition for repairs to be carried out, the housing section appears to have completed its work. The next time they would know about a defect having not been remedied is when the tenant returns inquiring about the same case. But at the end of every month, the Works Division sends to the Housing Manager a copy of total charges against the housing vote which is sent to the Treasurer for necessary action. The charges include labour and materials, where labour charges are based on hours spent undertaking a given repair. This system of hourly charge may be faulty because there have been cases where a single room had been painted for three days by two men. There is no set standard of determining both the maximum and minimum number of hours it would take to accomplish a given job by either the

Works Superintendent or the Housing Manager. Thus the Engineer's Department may be making undue claims on the housing vote merely because of poor organisation of and control of the use of labour and materials.

For instance, from accounts shown from 1966 to 1974 large sums of money have been spent on maintenance and repairs, while from empirical observation and interviews with tenants, the estates are in generally poor state of maintenance and repairs. The amounts spent from the maintenance fund between 1966 and 1974 is given in Table 3I overleaf, and are expressed as percentages of rents collected. It has already been shown in the previous section that since 1968 the Council has, in most years, collected in excess of rents anticipated. Therefore, sums spent on maintenance and repairs can be said to be directly related to the capital values of the properties on which the original rental calculations were based. The figure allowed for maintenance and repairs is 15% of the rental calculation and so sums which are higher than this are excessive. In absolute terms, sums spent on maintenance have varied from year to year with the highest figure of £41,331 being spent in 1968. During this year the total number of units were fewer than say, in 1974. No explanation was, however, obtained from the council while this figure was so high when no special works were carried out in the estates. Although the number of housing

units provided rose progressively as new housing estates were completed, maintenance figures did not increase proportionately to the rents. For example, figures for 1968 and 1969 have remained among the highest while in 1974 the council spent far too little on maintenance. A possible reason for this irregular pattern of spending is that the council only carries out reported works, and no attempt is made by the council to undertake programmed maintenance works such as repainting all the estates. It is therefore possible that defects if properly corrected in one year will take time before they re-occur. This is possibly why figures for 1970 - 1972 have remained lower than 1969. Nonetheless, apart from 1972 and 1974, the maintenance expenditures are relatively high. We attributed this to poor organisation and control of maintenance works.

TABLE 31: MAINTENANCE AND REPAIRS EXPENDITURE

YEAR	RENT RECEIVED	MAINTENANCE EXPENDITURE	PERCENTAGE
	£	£	
1966	61,317	21,510	35.0
1967	67,353	28,519	23.6
1968	116,971	41,331	35.3
1969	130,290	32,423	24.8
1970	137,725	25,843	18.7
1971	164,170	27,542	16.7
1972	184,805	29,388	15.9
1973	176,081	33,643	19.0
1974	207,884	26,361	12.6

Source: Abstracts of Accounts 1966 - 1974.

While the overall expenditure on maintenance did not appear to take a definite pattern from one year to the next, the expenditure on individual estates showed a definite pattern between the older estates and the new ones. Larger sums of money were spent on the older estates than in the newer estates in any given year. For example, Port Tudor, one of the oldest estates, built in 1948, a total of £12,770 out of a rental collection of £28,753 was spent on repairs representing 44% of the rental collection. The same estate incurred the highest expenditure in 1970, 1972, 1973 and 1974 respectively. The next highest expenditure was on Changamwe Estate built in 1957. Relatively newer estates such as Likoni built in 1970 have incurred far less sums in maintenance and repairs, usually not more than 10% of the rent collected. A comparison between some old estates and the new estates is given in Table 3J below:

TABLE 3J:

YEAR	E S T A T E	RENT £	REPAIRS £	PER- CENTAGE
1968	Port Tudor (1948)	28,753	12,770	44%
	Changamwe (1957)	27,747	12,275	44%
	Jomo Kenyatta (1966)	21,641	5,280	24%
1970	Port Tudor	38,888	8,000	21%
	Changamwe	35,701	8,015	22%
	Likoni (1970)	7,800	780	10%
1972	Port Tudor	45,175	8,500	19%
	Changamwe	35,742	7,006	20%
	Jomo Kenyatta	40,151	3,000	7%
	Likoni	7,800	780	10%

TABLE 3J (contd)

YEAR	E S T A T E	RENT £	REPAIRS £	PERCENT- AGE
1973	Port Tudor	39,297	8,500	22%
	Changamwe	34,978	7,528	22%
	Jomo Kenyatta	37,832	3,000	8%
	Likoni	7,800	780	10%
	Kisauni (1973)	14,962	500	3%
1974	Port Tudor	45,595	7,224	16%
	Changamwe	35,355	7,360	21%
	Jomo Kenyatta	38,880	2,678	7%
	Likoni	7,800	193	2%
	Kisauni	15,101	422	3%

Source: Abstracts of Accounts

The reasons for relatively high expenditures being spent on the older estates are because they were constructed of relatively cheaper materials than newer estates, and they are subjected to more intensive use as a result of overcrowding. For instance, there were 855 tenants in Port Tudor Estate with an average occupancy rate per living room of 4.3 persons. In Changamwe Estate there were 598 tenants and the average occupancy rate per room was 3.37. These estates have generally lower rents of KShs. 90/- and 87/30 per room for Port Tudor and Changamwe respectively. They are therefore generally occupied by low income households with large families. They also have communal sanitary facilities which are intensively used, and sometimes carelessly used with resultant constant breakdowns. By contrast, the average rent per room

for Jomo Kenyatta Flats is 123/- with an occupancy rate of 2.5. In Likoni, the occupancy rate is 2.0. These two estates are constructed with self-contained units which are cared for by the respective tenants. They are also constructed of concrete block walls unlike the older estates which were constructed of hollow clay blocks.

There was also the tendency of relatively higher rates of rent collected being spent in the accommodation occupied by council staff, particularly in Buxton Estate and Kizingo. For instance, out of a sum of £13,354 received in rent from Buxton Estate in 1973, a sum of £4,000, representing 30% of the rent collected, was spent on maintenance, while in 1974 the percentage spent was 27%. In Kizingo Road 51% of the rent collected in 1973 was spent on maintenance and in 1974 the figure was 35%. The maintenance expenditure percentages are generally high in the estates because the staff pay lower rents than the public, and therefore actual sums collected are small. For instance, senior council officials pay a rent of KShs. 300/- per month for units let to the public at KShs. 340/- and similar units occupied by junior staff are let at KShs. 160/- per month.

Tenants' Response

When questioned about the organisation of maintenance the tenants' responses varied from one estate to another. Out of 350 tenants interviewed, 73% considered that the way the maintenance and repair work is organised and executed by the council is satisfactory. There were, however, variations from one estate to another as shown in Table 3K below.

TABLE 3K:

ESTATE	NUMBER INTERVIEWED	RESPONSES TO YES
Port Tudor (1948)	100	60%
Mzizima (1948)	30	90%
Changamwe (1957)	100	70%
Jomo Kenyatta (1967)	30	100%
Kisauni (1971)	20	50%
Likoni (1974)	50	40%

The majority of the residents in Mzizima are Council staff and so would in most cases probably support their employer. The majority of the tenants in Jomo Kenyatta are employees of the Customs Department for whom the tenancies were negotiated by their employer, and whose rents are deducted by the employer and paid direct to the council. It is, therefore, possible that for them the council would attend to their problems promptly. Port Tudor and Changamwe are occupied by the

public and so the response would be representative. Kisauni and Likoni are amongst the newest estates and are occupied generally by well placed and affluent residents of Mombasa. Their reaction is considered representative and fairly true on the following grounds. The estates being new have not many major structural defects. It is also possible that the tenants are enlightened enough to personally deal with minor water and sanitary defects. However, the major dissatisfaction of the tenants derives from cleansing services. Likoni and Kisauni had no refuse collection systems at the time of survey in 1977. There were neither dust bins nor specially designated pits for refuse. The garbage is therefore thrown anywhere rendering these estates good habitats for flies. Several manholes in these estates have no tight covers with the result that these places are polluted with bad air. The streets in these estates are not cleaned. Even the council officers are aware of this state of affairs when they apologetically present their annual reports. Thus in 1974 the Medical Officer of Health reported: "Refuse collectors bring refuse from houses to trailers placed around these areas. Since tractors and trailers were not available all the time, it was not possible to collect refuse everyday". And while referring to street cleaning in the same report it was said in part "... with the town developing and no increase in staff it is becoming

impossible to sweep all the roads. None of the roads in the mainland areas are swept".¹ It is worthwhile noting that Changamwe, Likoni and Kisauni are the estates that fall in the mainland areas where no roads are cleaned. Therefore when grass is not cut, streets not cleaned and refuse not collected, the tenants are bound to feel disquietened, and this is the case with some of the estates in Mombasa. Even in the estates where cleansing work was generally well executed, some tenants were still not satisfied with the performance of the maintenance staff on two major issues. In the first instance it takes long to get work done. In the second place, even when the maintenance staff have reported to the site they are generally slow in finishing the work. Although the study did not carry out a survey to ascertain how long it takes to get work started or how long it took to repair a door, this study tends to agree with the above statements.

For instance, it has been reported that it takes very long to get spares ordered for repair works. The process of getting work done is also time wasting since all requests must still go to Works Superintendent. We have already pointed out absence of timing for works. The speed of work may therefore depend on the individual's enthusiasm to finish the job. In addition to

¹Municipal Medical Officer of Health Report for 1974 pp. 77-78.

the above possible deficiencies, there is the added case of not enough staff to go round as quickly as may be required. There is also the case of transport difficulty. The Likoni and Kisauni estates are served from the estates offices on the Island, and for the purposes of transportation, the Works Division has only one lorry and two vans for men and materials to serve the schools, markets and housing estates. It is therefore possible that delays could occur where the few vehicles are engaged elsewhere.

Finally, it was observed that the organisation of the maintenance work caused conflicts of interest. For instance, nobody appeared responsible for programming maintenance cycle. The Public Health Department and the Director of Social Services and Housing seem to have divided up cleansing works so that cleansing services in only five housing estates, viz, Changamwe, Tudor, Buxton, Mzizima and Nyerere Avenue are provided by the cleansing section. The Director of Social Services and Housing had been allocated staff for cleansing of the remaining housing estates and hence responsible for keeping those estates clean.¹ This segmentation of cleansing services rendered it difficult to keep standards while at the same time the housing section

¹See Medical Officer of Health Report for 1975 p.89. The MOH was reacting to criticism that his department was failing in its duty "to keep the city clean".

did not have the necessary equipment to undertake cleansing services. This state of affairs is one cause of the poor performance in the execution of the services in the estates.

The Physical Condition of Estate Buildings:

Incidence of Repair Works

The maintenance and repair of the council's housing estates covers a wide range of activities from the cleansing of drains and refuse collection, repairing water, sanitary and electrical fittings, to major programmed works such as re-painting or re-roofing of a whole estate. The bulk of the work undertaken originated from complaints by tenants to the estates clerks. This was evident from the schedule of executed works kept in the superintendent's office. There was no indication that the housing section or the works section has a programmed cycle of maintenance for the estates so that all work is done on an ad-hoc-basis. Most of the work also seems to be connected with minor repairs to water and sanitary plumbing fittings. For example, for the years 1974 to 1976 there were 1493 cases of repair work carried out in Changamwe Estate alone. This averaged out to one case for each of the 598 units per year. Of these cases, 747 or 50% were connected with water, plumbing system, while another

270 cases, representing 18% were connected with sanitary plumbing. In Port Tudor where there were 1249 cases, 32% of the cases were about water fittings and 11% concerned sanitary fittings. In Jomo Kenyatta Estate which is relatively new, 60% and 24% of the 861 cases concerned water and sanitary plumbing systems, respectively.

Although some council tenants thought that the prevalent incidence of faults in water and sanitary fittings was attributable to poor fitting by the council craftsmen, council officials thought the reason was due to misuse by the tenants, particularly in the high density estates. We, on the other hand, however, think that the misuse of the facilities by the tenants was due to lack of education on the use and maintenance of the fittings. We observed that some tenants could not replace a stop valve when it came out nor did they know that kitchen sinks sometimes became blocked because the man hole outside is choked and hence would need roding.

The use and simple maintenance could have been imparted into the minds of the tenants by the council officials during the early days of occupancy. This would not only have reduced the number of complaints reported to the housing office, it would positively reduce the amount of deterioration of the fittings because of

early correction. On average there was greater incidence of reported repairs in the older estates of Changamwe and Port Tudor than in the newer estates of Kisauni and Likoni. The nature of reported defects also varied with the estates. For instance, there were no reported complaints about roofs and walls in the newer estates of Likoni, Kisauni and Jomo Kenyatta, although they had cases of plumbing and electrical systems. Age, standard of construction, and the intensity of use would be possible reasons for the occurrence of defects in various estates. Walls and roofs of some buildings in the older estates were constructed of hollow clay blocks and bricks, which materials are vulnerable to knocks by children or hooligans. The newer estates are constructed in the main of solid concrete walls which are less susceptible to cracks due to knocks. The older estates have also been stated to be crowded in human population and therefore intensively used. They are therefore susceptible to rapid wear and tear which are manifested in the high incidence of breakdowns. They are in the final analysis expensive to maintain.

Conditions of the Buildings

A high degree of repair complaints is not necessarily a measure of the physical condition of the buildings. There may be no defects at a particular time if repairs have been recently properly executed. Alternatively,

the condition of the property may be very poor either because the repair work is not properly executed or because tenants have not bothered to report certain defects.

It has therefore been found necessary in this study to carry out a physical inspection of buildings in various estates. The questionnaire used in this survey is attached in Appendix D. The survey carried out for possible defects for which no remedies had been prescribed. The building elements inspected and the possible defects looked for are shown in the schedule below.

ELEMENTS	POSSIBLE DEFECTS
Walls	Large active cracks, small cracks, general surface erosion, stained surfaces, appearance of white deposits (efflorescence), plaster peeling off/scaling, damage to mortar joints, walls looking damp.
Roofs	Leakages through chimney stacks or defective coverings, corrosion of covering materials sagging or spreading of roofs, insect attack on timber, fungi attack on timber,
Floors	Cracks, scratches or indentations, looking dirty.
Doors	Doors broken, doors sinking, timber rotting/attacked by insects.

Windows	Metal casement rusting, wood rotting/ attacked by insects, window glass broken, window glass falling off, window jamming.
Water and Sanitary Fittings	Broken WC pans, broken baths, cracking crazing/chipped surfaces, cisterns not flushing, taps leaking, defective joints.
Compound	Streets not cleaned, lawns and hedges not tended, drains not cleared, rubbish/ refuse not collected.

Using the above primary elements of a building, the survey was carried out in six estates, three of which were constructed before 1957, and another three constructed after 1967. These two groups of housing estates do not only vary in age, but also in construction materials and design. The exercise was carried out to cover at least 20% of the units in each estate using the questionnaire attached in Appendix D. The results were computed using analysis sheet attached in Appendix E. The units with a given defect were expressed as a percentage of the total units inspected. Because each element, for instance, walls, would have various characteristic defects, the percentage rating was based on the most widespread defect. The results obtained from the survey of the six estates is given in Table 3L overleaf.

TABLE 3L: BUILDING FAILURE CHARACTERISTICS

ESTATE	Units Inspected	DEFECTIVE UNITS AS % OF THOSE INSPECTED					
		Walls	Roofs	Floors	Doors	Windows	Fittings
Mzizima	60	60%	20%	30%	30%	40%	30%
Port Tudor	140	80%	90%	80%	70%	80%	80%
Changamwe	120	65%	60%	60%	80%	60%	60%
Jomo Kenyatta	60	10%	Nil	5%	10%	5%	25%
Likoni	60	10%	Nil	6%	10%	5%	20%
Kisauni	20	5%	Nil	5%	5%	5%	10%

It was pointed out that the purpose of the exercise was to discover the extent of unattended defects in the buildings either because they were not reported by the tenants, or because the council does not carry out regular inspections or systematic maintenance programmes that would put right unreported defects. It is a basic assumption of this study that there is no excuse for the council not to have made good any defects in the buildings whatever their causes. It is a general stipulation under Clause 4 of the Tenancy Agreement in Appendix B that the council keeps in good state of repair any faults of construction inside or outside the buildings which would affect their convenient use and occupation.

From the survey it became evident that the defects were more widespread in the three older estates than in the three newer ones. Thus the percentage of units

inspected and found with defects was 90% in roofs for Port Tudor Estate, 80% in doors for Changamwe Estate and 60% for walls in Mzizima Estate. In contrast, the majority of units with defects in the new estates were connected with plumbing work. In Kenyatta Estate the percentage was 25%, in Likoni it was 20% and in Kisauni the percentage was 10% of the inspected units. However, the evidence of greater defects in older estates is not merely because they are old and therefore subjected to greater wear and tear, it is also because the design and materials used in some of the estates render them more vulnerable to damage than other forms of construction under given climatic conditions and use.

In Changamwe and Port Tudor where the external walls are constructed of hollow clay blocks, there are more damaged walls than even Mzizima where the walls are of quarried stones. 65% of the walls in Changamwe either have cracks or holes, while in Port Tudor the percentage of defective walls is 80%. In Mzizima only 60% of the walls were defective and mainly due to dampness arising from leaking pipe joints where the sealing caulk and tar is damaged by Mombasa's high temperatures. In Port Tudor, besides cracks and holes in the walls, there is general surface erosion due to the cement plastering on the walls. Cement mortar rendering is more vulnerable to the alkalinity of the sea water with the high humidity climate combined. The cracks and

holes are, however due to knocks and abrasions to which the clay blocks are subjected. The effect of the knocks and abrasions is less pronounced in both quarried stones and concrete blocks.

The roofs in Chagamwe are covered with hollow clay bricks while those in Port Tudor are covered with corrugated iron sheets. Thus 90% of the units inspected in Port Tudor had defective roofs mainly due to greater rate of deterioration of the corrugated iron sheets under Mombasa's hot humid climate. After 30 years of use nearly all the sheets in Port Tudor should have been replaced, but owing to lack of programmed maintenance the council did not appear interested to take steps. Together with the damaged covering, the fascia board at the eaves was in many cases damaged, and for this the council had approved £9,000 for repair, but work had not yet started. For the roofs in Chagamwe the major defects arose at the junctions of the hollow clay bricks which have been joined using mortar bedding and tar. The tar usually wears away under the heat and when repair work is done the same material is used as sealer which subsequently wears away. The roofs in Mzizima are covered with corrugated asbestos sheets which appear more resistant to coastal climate than corrugated iron sheets.

More windows, doors, fittings and even the floors are more damaged in Port Tudor and Changamwe although they are basically of similar construction possibly because of the degree of intensity in use. The occupancy rates in Port Tudor and Changamwe are more than four and three persons per room, respectively, while the occupancy rate for Mzizima is less than three persons per room. The intensity of use and also the degree of carelessness of occupants is a possible cause of the poor state of floors in Port Tudor and Changamwe. The windows in both estates, and to some extent in Mzizima do not open because being timber shutters, they readily absorb moisture in the conditions of high humidity which causes relative expansion. The Municipal Engineer had apparently realised this defect when he asked the council to increase the maintenance vote so as to provide new windows in Changamwe Estate.¹

Sanitary and water fittings are in communal places where they are subjected to intensive and sometimes careless use by the residents who do not feel any responsibility for damages. Thus several taps are leaking, toilets are not flushing and shower funnels are missing. These defects were more prevalent in Changamwe and Port Tudor than Mzizima which is occupied by council staff. It is possible that being council staff the tenants in Mzizima are more careful or else it is because occupied by council staff it is given

¹See Municipal Engineer's Report for 1977 p.22

preference when executing requests for repairs.

In the newer estates of Jomo Kenyatta and Likoni the units are in double storey blocks, constructed of concrete plastered and painted both sides. The roofs are flat reinforced concrete slabs overlaid with stone chippings and bitumen tar. Windows are generally glass louvres in metal pins, while the doors are solid flush timber. Floors are solid concrete with cement screed. Toilets are provided in each unit with low level flushings and plastic cisterns and pans. Kisauni units are single storeyed concrete blocks construction white washed both sides; windows are plate glass in metal casements. Doors are made of timber. The roofs are pitched and covered with corrugated iron sheets.

Damages to walls, doors, windows and floors were relatively few when compared to the three older estates. There was no evidence of roof leakages nor did the tenants report any at the time of survey. The defects that were observed on the walls were related to staining due to efflorescence on the cement mortar rendering, and that of dampness due to few leaking pipes at joints and short over-flow pipes that threw water on the walls. No cracks on walls were noticed. There were few cases of falling window panes due to putty coming off, and as in the case of Likoni, few

glass louvres were missing. In the latter case, it was because the estate has no street lights and so thieves pick up the louvres whenever a flat falls vacant. A few units had broken pans in the toilets, while water plumbing leaked due to defective joints, particularly at the bends. On the whole, the estates were structurally in good state of repair. What was not impressive was the cleansing services on the grounds.

The grass in Likoni Estate was not cut, nor was garbage and litter collected. The streets were not cleaned and garbage was thrown all over the place. It has been pointed out that the estate has no dustbins or designated pits for refuse. A similar situation obtained in Kisauni Estate. When questioned about the state of affairs in these two estates, the Housing Manager stated that two groundsmen had been assigned to each of the estates to carry out cleaning services regularly. The tenants reported seeing some people occasionally coming to cut grass but not for cleaning. It could be possible that the manner of supervision employed by the Housing Manager is not effective to ensure efficient service by staff. The grounds in Jomo Kenyatta Estate, were, however, well maintained since the estate has somewhat regular cleansing services.

Thus from examination of the state of the condition of estates in Mombasa, damages were more prevalent in the older estates than new ones. The reasons have to do with age, materials used, design and occupancy rate. The less crowded estates have been designed as self-contained units with own kitchen and toilet. They are therefore used by single families. Materials used in the older estates have been found to be more vulnerable not only to physical damage but to adverse climatic conditions as well. In general, however, buildings were found to be defective on grounds that no arrangements had been made by the council to carry out regular repainting of the walls to remove efflorescence stains in the newer estates, or to re-roof Tudor Estate. The council also did not carry out periodic inspection to find out, for example, which toilet pans and basins are broken or which window panes have been removed. It should be appreciated that tenants would not report every defect, particularly those which arise out of their own abuse of the property. The reasons for omission on the part of the council could be related to the organisation of the maintenance works. The responsibilities are distributed with the possibility of no one section taking full charge of works to be done. It is also possible that the staff is too small or not adequately trained to carry out regular inspections of the premises for defects. The procedure used in executing

the works is not properly controlled to ensure that all defects complained about are remedied and that only appropriate expenditure is incurred from the maintenance fund.

3.4.7 HOUSING WELFARE SERVICES

A good home commences with physical provision of a house; to develop it into a social concept of a home requires a few more steps. The concept has to be broadened to incorporate questions of health, family feelings and emotions, types of social contacts and relations with neighbours and other members of society. What all this requires is that at a very early stage in the planning of an estate there should be a well established environmental philosophy that will effect the physiological and mental well-being of the residents. As a pointer to this feeling that tenants need more than just the physical envelope, this study carried out a survey among some three hundred tenants in some six estates in Mombasa. There were listed twelve possible preferences that would make a tenant choose a particular estate, and the total number responding to particular preferences were then expressed as percentages of those interviewed in each estate. The questionnaire used in this exercise is attached in Appendix C. The results of the survey are presented in Table 3M overleaf.

TABLE 3M: TENANTS PREFERENCES IN CHOICE OF ESTATE

Interviewees	30	100	100	30	20	20	300
<u>Preference by %</u>	%	%	%	%	%	%	%
Self-contained units	100	100	100	100	100	100	100
Shops	100	100	100	100	100	100	100
Health Clinics	100	100	100	100	100	100	100
Nursery Schools	100	100	100	100	100	100	100
Bus Stage/Route	100	100	100	100	100	100	100
Street Lights	100	100	100	100	80	80	90
Larger/more Rooms	20	80	40	20	80	60	50
Social Halls	100	10	30	100	80	30	58.3
Nearness to work	0	0	0	0	40	40	13.3
Recreational ground	10	10	30	10	10	0	11.7
Low Rent	0	0	0	0	20	0	3.3
Libraries	0	0	0	0	10	0	1.7

From the results in the table it is evident that every tenant requires a self-contained unit, i.e. a house or flat with own kitchen, toilet and bath/shower room.

All the units built in Mombasa after 1967 satisfy this criterion. The older units, however, had shared facilities outside. The reasons for this had been given in Chapter 2. However, besides houses being

self-contained, the tenants expect to be near shops/markets from which to buy grocery and other items, health clinics, nursery schools and bus routes. These were considered as necessity for an estate by every tenant, and so many tenants who had changed estates or who contemplated moving considered these items first. Most of the tenants seemed to think that the rents they were paying were fair, except those in Likoni who complained that the rents of Shs. 240/- for a two-roomed unit and Shs. 300/- for a three-roomed unit were too high because of distance to places of work in town. Those with cars had to pay ferry charges at the rate of Shs. 2/- per trip at Likoni ferry. It is also the same people in Likoni and others in Kisauni who have to pay "toll charges" at the Nyali bridge that considered nearness to place of work as a consideration for choice of an estate. But many people did not think libraries and recreational grounds mattered very much in their choice of residences. Rather they considered social halls as a useful thing in an estate, although street lights were considered more important because of security reasons. The question of large or more rooms was just the sort of thing some people desired but was not considered crucial by all the tenants. Only larger families with grown up children were keen on more rooms but not necessarily larger rooms.

While carrying out the above survey with tenants, a physical survey was also being conducted in the same estates regarding the provision of the above facilities. The results of this survey are presented in the schedule below.

PROVISION OF COMMUNAL AMENITIES IN SOME COUNCIL
ESTATES IN MOMBASA

AMENITIES	E S T A T E S						
	MZIZIMA	TUDOR	CHANGAMWE	KENYATTA	NGALA	KISAUNI	LIKONI
Self-contained	X	X	Y	Y	Y	Y	Y
Shopping Centres	Y	Y	Y	Y	Y	X	X
Health Clinics	X	X	Y	X	Y	Y	Y
Nursery Schools	Y	Y	Y	Y	Y	Y	Y
Social Halls	X	Y	X	Y	X	Y	X
Recreational Grounds	X	Y	X	X	Y	X	X
Libraries	X	X	X	X	X	X	X
Bus Routes	Y	Y	Y	Y	Y	Y	Y
Street Lights	X	Y	Y	X	X	X	X

In the above table 'Y' represents the availability of such facilities within a distance of two kilometres, while 'X' means that such facilities

are either non-existent as in the case of street lights and libraries or located more than two kilometres away as in the case of clinics. What was evident from the survey was that even the more recent residential units in Mombasa are being constructed without facilities such as shopping centres and recreational facilities. For instance, Kisauni and Likoni are far removed from many facilities as much as they are far away from town. This is one aspect of housing management that should not be ignored because tenants need a comfortable place to live in. It would not be comfortable for a tenant to walk more than one kilometre away to buy a pint of milk, nor should he live in fear of being ambushed in the dark streets of an estate.

But the provision of communal facilities is not the end of housing welfare work. A housing authority should initiate and organise welfare programmes and activities, and solicit the participation of the residents. Cultural and Music Clubs, indoor and outdoor games and other forms of activities would need to be encouraged in the estates. The participation of the tenants would be obtained by organising "estate committees" whose officials could be volunteers or elected tenants. Such committees where they exist would form a bridge of communication, not only between tenants themselves, but also between tenants and the

council. Such committees through a system of self-help would take over the running of some of the clubs and would initiate those they consider appropriate. The committees would further help the management in taking care of the estates by being responsible against vandalism. But in Mombasa there do not exist tenants groupings in the estates and so there is no way by which tenants can get together. The only form of organisation identified to exist in the estates were tribal welfare organisations whose activities had nothing to do with the estates. But the survey revealed that 67% of the tenants wished to have tenants associations with the purpose of "looking after their welfare" while the remaining lot saw no need of such groupings.

The Department of Social Services and Housing has, however, 99 persons employed in the Social Welfare Section. Of these 55 are employed as nursery school teachers, 14 are cleaners and only 8 are Social Welfare Assistants carrying out field work. The bulk of their work is connected with community development in the rural areas of the Municipality with very little attention paid to housing estates. They are not even engaged in counselling work such as settling disputes between tenants in a given estate or advising a tenant who cannot cope with his own circumstances thereby failing to pay his rent etc.

Probably the reason is that the number is too small to cope with the whole municipality, and also because they have been trained more on community development work rather than on housing welfare work. It is also because the council as such does not as yet appreciate the need for such form of services to tenants with the result that the council has failed in this area of housing management.

CHAPTER IV

KISUMU MUNICIPAL COUNCIL: A CASE STUDY

4.1.1 Early Development

Kisumu is located on the shores of Lake Victoria and covers an area of 417 square kilometres, including 157 square kilometres of lake water. It developed at the turn of the century, stimulated by the connection of the railway with the boats which carried goods to and from ports in Uganda and Tanganyika. It started as an administrative centre in May, 1899. In October the following year, the first lake marine service was inaugurated from Kisumu to Entebbe, and in December 1901, the railway line from Mombasa reached Kisumu pier, marking the arrival of the first locomotive at the terminus. It was opened for goods and passenger traffic in February 1902.¹

The township boundaries were gazetted in 1903, and in the same year a township authority was established to run the affairs of the council. This remained until Municipality status was granted in 1960. The existing boundary was extended from the original area of 21.497 sq.Km. to the present size.² Today Kisumu remains the urban

¹A. T. Watson. The Early Development of Kisumu. Guide to Kisumu Municipality. Town Hall, Kisumu, 1958.

²Legal Notice No.26, Municipality of Kisumu Order; Kenya Gazette Supplement No. 10 of 1972, Government Printer

centre for Western Kenya, the nation's most densely populated rural area.¹ It has an estimated population of 150,000 arising from the extension of the boundary. The sudden population increase from less than 50,000 in 1969 to the present figure has placed heavy responsibility on the council to provide adequate water supply, sewage, road access, schools, shops, refuse collection and general public facilities. It is unlikely under the circumstances that progress in housing provision would be satisfactory. This will be examined under the section on housing management functions.

4.1.2 Climate

Kisumu's lake zone climate displays many characteristics of Mombasa's coastal climate with possible similar effects on the management of housing estates. Kisumu lies on the Nyanza Gulf of the Lake at a latitude of 00°06'S and 34° 45'E longitude with an average altitude of 1146m. The climate displays comparatively small seasonal variations in temperature, in humidity and in wind speed and direction, while the rainfall is well distributed throughout the year. In absolute terms, the annual mean maximum and minimum temperatures are 29.4° and 17.1°C respectively with a range of 12.3°C. The day temperatures reach levels similar to those at the Coast, except that the night temperatures are much

¹M. Niermann. Kisumu Research on Minimum Residential Infrastructure. Institute for Tropical Building and Planning. Damstadt, Federal Republic of Germany, 1974.

cooler. The humidities are comparatively high, reaching 85% at 16.00 hours and 47% at 15.00 hours, while the annual rainfall is 1278 mm sometimes accompanied by freak gusts that are associated with thunderstorms.¹

The hot and comparatively humid climate of Kisumu has similar effects on building materials to the coastal climate. Like in the Coast light coloured wall and roof finishes that reflect solar heat are highly desirable. Some external finish such as plaster is advisable if driving rain is to be prevented from penetrating the walls and causing dampness and subsequent staining. Because of the cooler nights, walls should be constructed of medium or heavy weight materials to act as a buffer against the hot days and cold nights. However, whatever design and choice of materials is appropriate for Kisumu, what defects there are in the existing housing estates will be examined in the section on maintenance and repairs. In this section the causes of defects will be examined against the background of climate and design, workmanship or neglect on the part of the council.

4.2 The Council Structure and Departmental Organisation

4.2.1 The Committee Structure

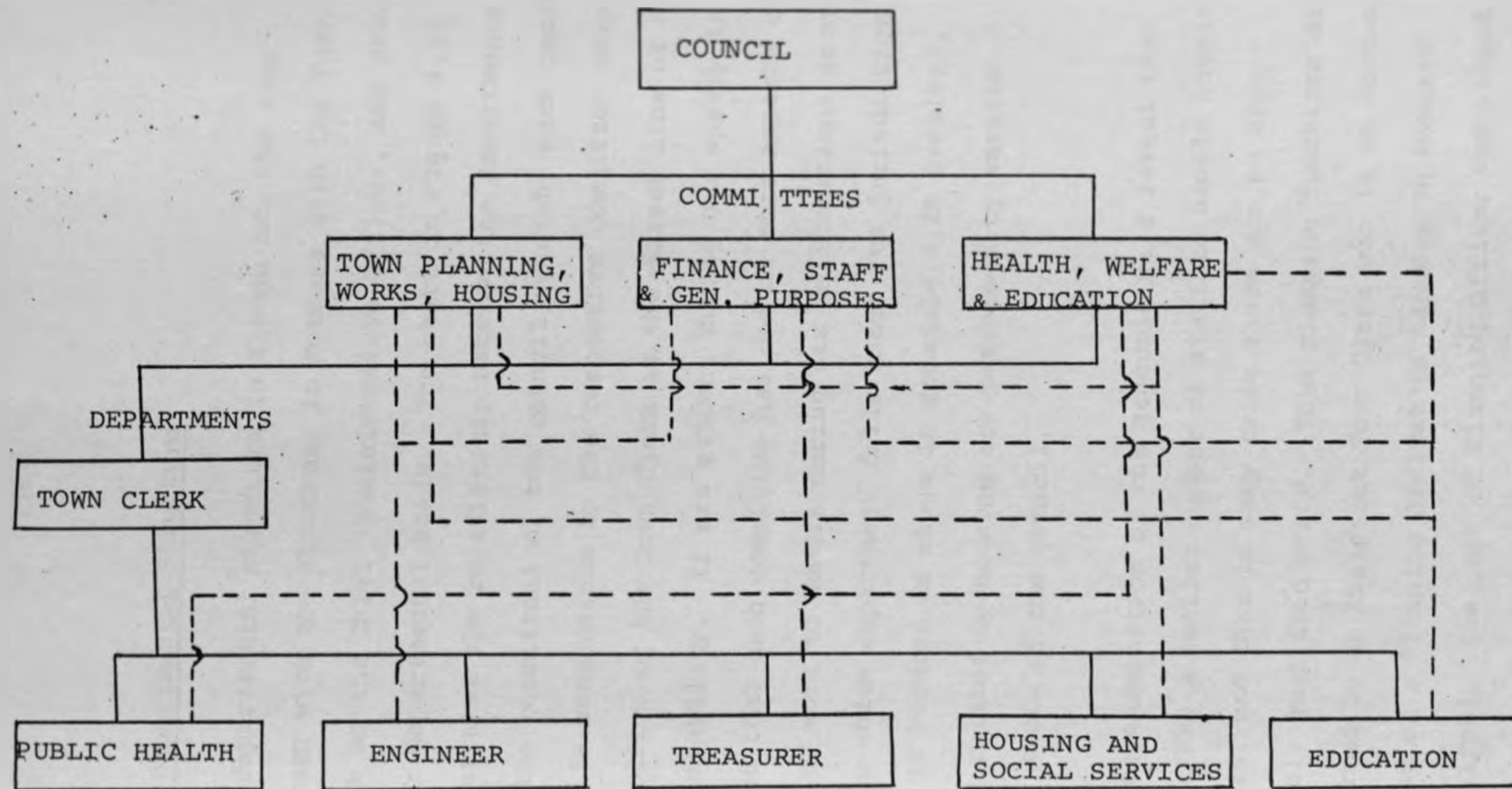
The Municipal Council of Kisumu is organised on the

¹Charles Hooper. Design for Climate. HRDU, University of Nairobi, January, 1975.

same pattern like Mombasa Municipal Council where the sole policy decision making is vested in a full council whose monthly meetings are chaired by the Mayor, or the Deputy Mayor in the former's absence. The council comprises 15 elected councillors and four nominated councillors. Like Mombasa, Kisumu Municipal Council has three major committees each charged with the dual roles of making policy, recommendations to the Council, and supervising the execution of such policies by the respective departments. As shown on the chart in Figure 4.2A the committees are the same as those in the Mombasa case. However, unlike Mombasa there are only two main standing sub-committees, apart from the usual sub-committees that exist in each council's primary and nursery schools. The two sub-committees are the Tender sub-committee of the Finance, Staff and General Purposes Committee, and the House-Allocation subcommittee of the Works, Town Planning and Housing Committee. Each committee is chaired by a chairman elected by the full council, and each committee meeting is attended by the Mayor, his Deputy, the Town Clerk and the heads of council's departments whose duties fall under the jurisdiction of respective committees. The various officers initiate items which are forwarded to the Town Clerk for inclusion in the agenda for discussion in the next relevant committee meeting.

FIG. 4.2A

COUNCIL COMMITTEES AND DEPARTMENTAL STRUCTURE



KEY:

———— Direct line of accountability

----- Indirect line

4.2.2 Departmental Structure

The departmental structure in Kisumu has the same pattern with the structure in Mombasa with the Town Clerk as the Chief Administrative Officer, and five other departmental heads. The chart in Figure 4.2A illustrates the relationship between the departments and the committees of the council, whereby each department is responsible to the respective committee through the office of the Town Clerk as the direct line of accountability. It was evident during our survey in Kisumu that each committee has one or more aspects of housing work to handle during its deliberations according to which department falls under its jurisdiction. This is because as shown in schedule 4.2B overleaf, tasks related to housing are performed by various departments of the council.

A close examination of the schedule will reveal that Kisumu has a smaller number of staff to handle housing matters, and that in many cases there are no appropriately qualified staff. Thus planning functions are performed by an Assistant Town Clerk who is an economist instead of a Planning Officer as happens in Mombasa and Nairobi. The post of Planning Officer was vacant in Kisumu at the time of survey for this thesis. While in Mombasa the acquisition of land for buildings is the responsibility of the Municipal Valuer who liaises

SCHEDULE 4.2B:

KISUMU MUNICIPAL COUNCIL STAFF MEMBERS DEALING WITH

HOUSING WORK

TASK RELATED TO HOUSING	DEPARTMENT IN CHARGE OF THE TASK	STATUS OF THE PERSON IN CHARGE OR ACTING FOR THE DEPARTMENT
Planning	Town Clerk's	Assistant Town Clerk
Request for approval to:		
a) Develop Committee or Town Planning and Works Committee by	Town Engineer's	Town Engineer
b) Commissioner of Lands by	Town Engineer's	Town Engineer
c) National Housing Corporation by	Town Engineer's	Town Engineer
Acquisition of Land	Town Clerk's	Town Clerk/Commissioner of Lands
Survey of land	Central Government	Survey of Kenya
Infrastructure		
a) Water	Town Engineer's	Assistant Engineer
b) Sewerage	Town Engineer's	Assistant Engineer
c) Road	Town Engineer's	Assistant Engineer
d) Electricity	Power & Lighting Co.	Power & Lighting Company
Preparation of plans	Private Architect	Private Architect

7. Issue of building approvals	Town Engineer's/ Public Health's	Senior Assistant Engineer/Health Inspector
8. Preparation of Tender	Town Engineer's	Senior Assistant Engineer
9. Issuing of Tenders (adver's)	Town Clerk's	Deputy Town Clerk
10. Commencement of construction	Town Engineer's	Senior Assistant Engineer
11. Supervision	Town Engineer's	Senior Assistant Engineer
12. Occupation Certificate	Town Clerk's	Town Clerk
13. Final Cost Analysis	Town Treasurer's	Deputy Town Treasurer
14. Selection of Applicants	Social Services and Housing/Housing Committee	Housing Clerk/Allocation sub-committee
15. Notification of successful applicants	Town Clerk's	Town Clerk
16. Handing over to the successful applicants	Town Engineer's	Town Engineer
17. Collection of revenue	Town Treasurer's	Deputy Town Engineer
18. Maintenance	Town Engineer	Works Superintendent
19. Health Requirements	Town Clerk/Engineer's	Town Clerk/Engineer
20. Other tasks: Evictions	Social Services and Housing	Housing Clerk

Source: Compiled from interviews with Dr. Adhu Awiti, Deputy Town Clerk, Mr. Menya Okumu, Ag. Director of Social Services and Housing, and Mr. Augo, Senior Assistant Engineer

with the Commissioner of Land's Chief Valuer, in Kisumu it is the Town Clerk who liaises and relies on the Government's Chief Valuer for all matters connected with land acquisition. There is only one Assistant Engineer in charge of water, sewerage and roads in Kisumu, while in Mombasa there is one Senior Assistant Engineer as a sectional head for each of these activities. There is no architect in the employment of the council at Kisumu so that preparation of building plans is contracted to private architects most of whom live in Nairobi, which results in substantial costs to the council. Their understanding of the climatic effects on choice of building materials is also sometimes questionable as will be seen from their use of tar in roof coverings. There is no building inspector to deal with approval of building plans, so that ironically the office of the Town Clerk issues the occupation certificates, a job which should have been undertaken in the Engineer's department who are acquainted with building regulations. On the other hand, the Department of Social Services and Housing plays no major role in the housing operations. In fact, it has one clerk only in its establishment to carry out those aspects of housing work that could be delegated to it.¹ Most of the work which should have been

¹See Director of Social Services and Housing Annual Report for 1976 outlining the staffing position in the Department.

handled by this department have been passed to the Town Clerk and the Municipal Engineer. The reasons for this set up should not only be based on lack of appropriate number of qualified staff in the Social Services and Housing Department, but more so due to lack of understanding in the council as to what role this department should play in housing work.

The overall result is that work is fragmented into various departments which may not easily work in co-ordination, and sometimes work is assigned to officers who are hardly qualified to do the work. The efficiency of the council therefore in the performance of housing operations in general, and of the housing management functions in particular may be far from being realised.

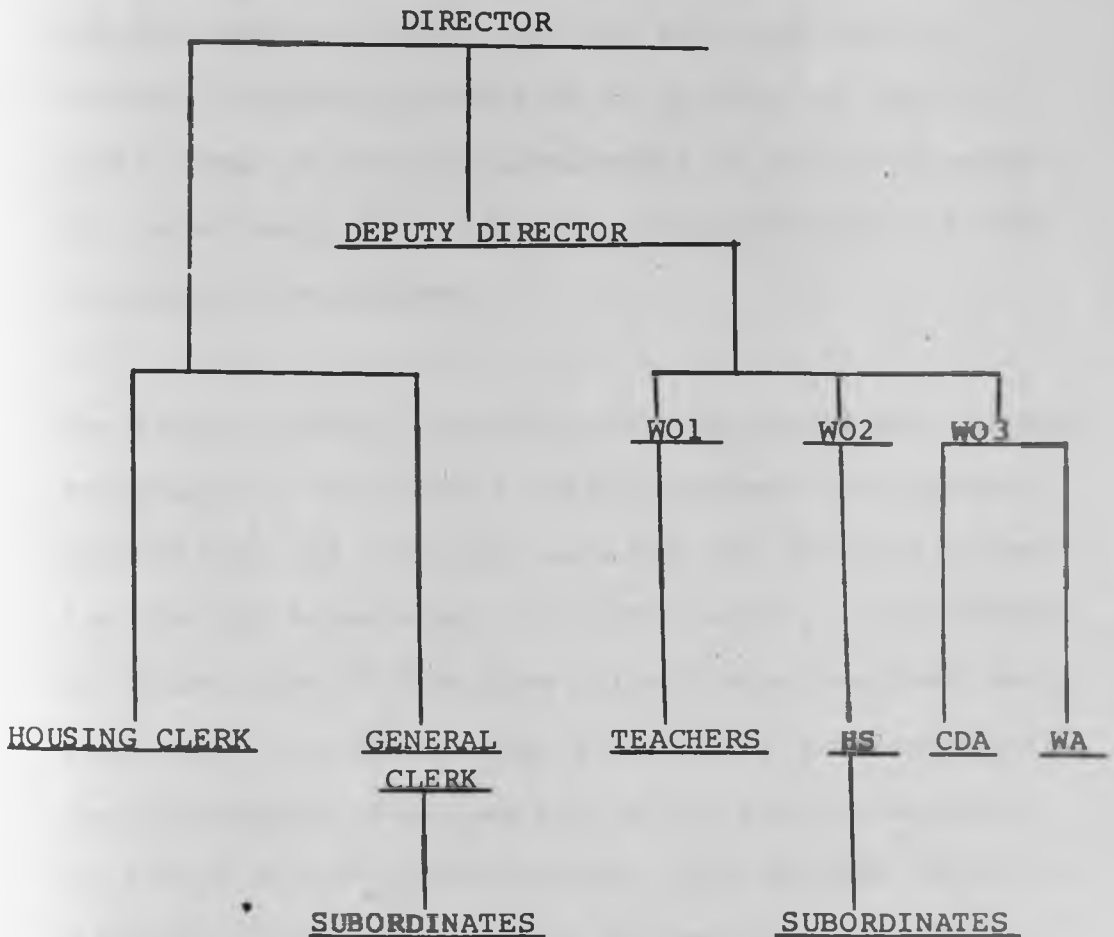
4.3 The Execution of Housing Management Work

4.3.1 Organisation of Social Services and Housing Department:

In Kisumu the Director of Social Services and Housing is expected to advise the council on housing planning policy and administration, as well as matters affecting housing management and administration.¹ He is also in charge of community development and other social welfare functions. In executing his duties he has a

¹Social Services and Housing Department. Schedule of Responsibility Circular dated 23.3.1977 at Appendix G.

staff of 91 of whom only three would be said to carry out any housing work, the rest being engaged in community development and social welfare functions. The chart below shows the set up of the department.



- NOTE: WO1 = Welfare Officer in charge of Nursery Schools
WO2 = Welfare Officer in charge of Youth Centre
WO3 = Welfare Officer in charge of Community Development/Sports etc.
HS = Mama Ngina Hostel Superintendent
CDA = Community Development Assistants of which there are two.
WA = Welfare Assistants of which there are three. The responsibilities of these officers are contained in Appendix G.

The three officers connected with housing work include the Departmental General Clerk whose duties among other things include keeping records of tenant-purchase housing schemes and site and service scheme records. At the time of survey there were 468 tenants purchase/mortgage housing units, and 142 site and service schemes. Matters related to collection of rent for these forms of housing development do not fall under the department, but remain the responsibility of Town Treasurer's Department.

The second officer handling work connected with housing management is the Hostel Superintendent who besides controlling the catering services for children attending various courses at the Youth Centre, is in charge of cleanliness of the Mama Ngina Hostel compound and premises. The officer who is directly concerned with the management of all public rental housing estates in Kisumu is the Housing Clerk. The Housing Clerk is directly responsible to the Director of Social Services and Housing for housing management duties which as contained in Appendix G include:

- i) maintenance of housing waiting list
- ii) letting of accommodation as laid down by the Council
- iii) receipt of complaints of the tenants
- iv) inspection of rental premises for repairs
etc.

These duties are expected to be undertaken by the clerk alone in all the 1106 rental units scattered in the various estates as shown in Table 4.3A. Most of the units are detached houses or semi-detached houses with separate compounds. Only Kibuye and Argwings Kodhek Estates have blocks of flats. The spatial distribution of the estates in the table above is shown on the map in Figure 4.3 as shaded areas. They form one third of the total publicly financed housing development in Kisumu. The houses in these estates have been shown in Table 4.3A to comprise mainly 3 to 5 rooms per unit, unlike Mombasa or Thika where one to two-roomed units are the majority. They are also relatively newer than the units in both Mombasa and Thika since they have been constructed between 1962 and 1977.

The housing clerk in Kisumu would be the equivalent of an estates clerk in Mombasa, but in Kisumu he has both far too many responsibilities as he is also to work both as housing manager and estates supervisor. He carries on his work from an office in the council's Social Hall where the Director is housed. The performance of the clerk's work will become evident when housing management aspects dealing with tenant selection and maintenance and repairs are examined in the next sections. Suffice it here to note that Kisumu does not have a housing section with own staff as was the

TABLE 4.3A:

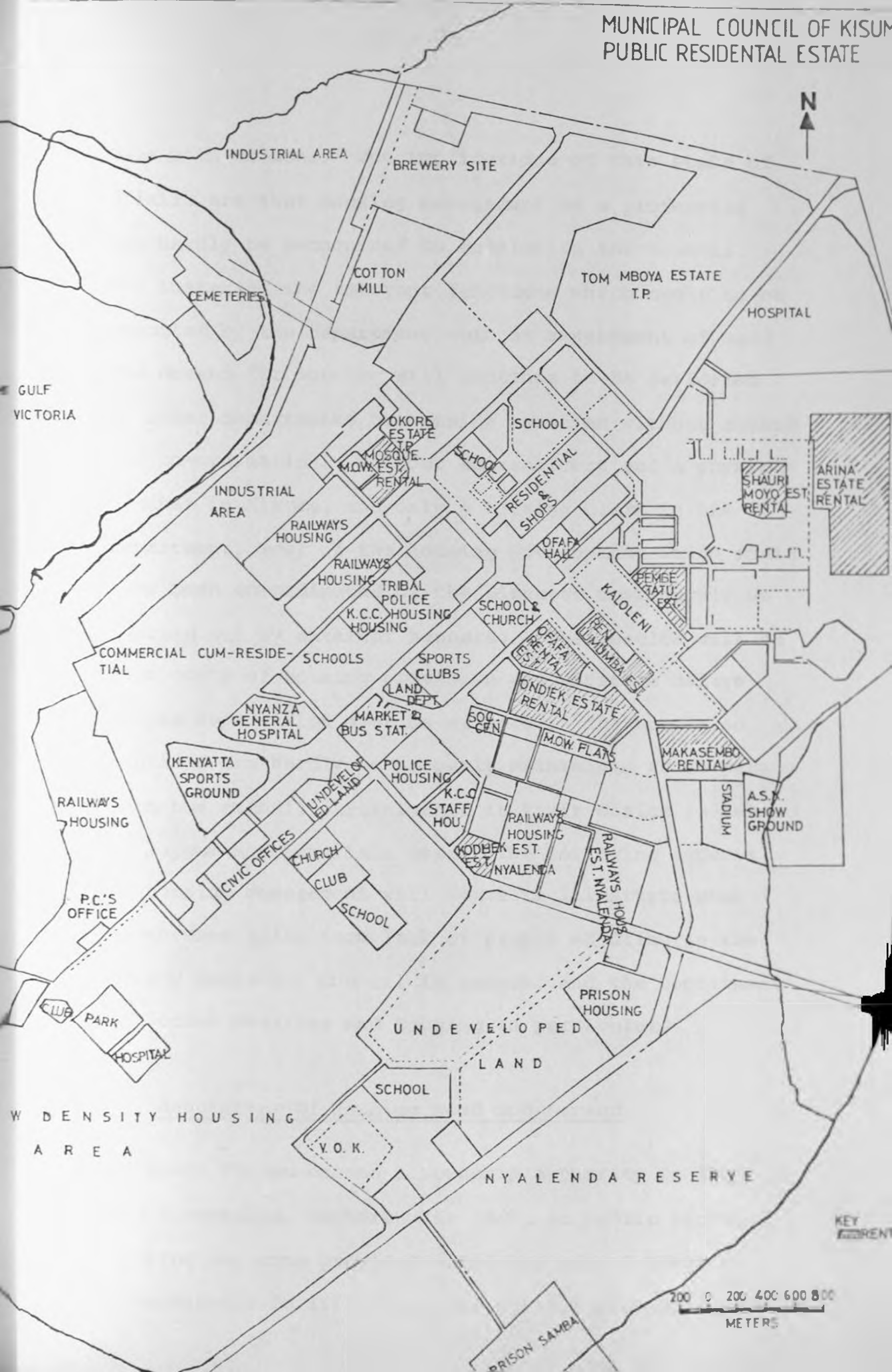
HOUSING PERFORMANCE OF THE MUNICIPAL COUNCIL OF KISUMU 1957 - 1977

YEAR	NAME OF SCHEME	TYPES OF HOUSING			NUMBER OF UNITS BY ROOM							TOTAL UNITS	TOTAL ROOMS
		RENTAL UNITS	TENANT PURCHASE UNITS	MORTGAGE UNITS	1	2	3	4	5	6	7		
1957	Pembe Tatu I		16					16				16	64
1958	Pembe Tatu II		16					16				16	64
1960	Pembe Tatu III		8					8				8	32
1962	Lumumba	100					100					100	300
1962	Ondiek	167					167					167	501
1962	Ondiek		59				59					59	177
1962	Kibuye	13	3				16					16	64
1962	Pembe Tatu		23				23					23	92
1962	Mosque Estate I	88					88					88	353
1968	Mosque Estate II		34				34					34	136
1968	Induse/Kibuye			17			9	7		1		17	78

TABLE 4.3A (contd)

YEAR	NAME OF SCHEME	TYPE OF HOUSING			NUMBER OF UNITS BY ROOMS							TOTAL UNITS	TOTAL ROOMS
		RENTAL UNITS	TENANT PURCHASE UNITS	MORTGAGE UNITS	1	2	3	4	5	6	7		
1968	Kibuye	40					40					40	120
1969	Kodhek	48					48					48	192
1969	Arina I	70					70					70	210
1969	Makasembo	125					125					125	375
1971	Arina II	105					105					105	315
1971	Tom Mboya		46						46			46	230
1973	Okore/Kogonda		100				100					100	400
1973	Arina III	50					50					50	150
1972	Harambee Ph.II												
1974	Swahili Houses		10							10		10	60
1975	Mosque Estate III		10				10					10	40
1975	Tom Mboya II			26					26			26	130
1977	Arina IV	300	100				300	100					
	TOTAL 1977	1106	425	43			1016	468	79	10	1	1574	5082

MUNICIPAL COUNCIL OF KISUMU PUBLIC RESIDENTIAL ESTATE



GULF VICTORIA

INDUSTRIAL AREA

BREWERY SITE

COTTON MILL

TOM MBOYA ESTATE T.P.

HOSPITAL

CEMETERIES

INDUSTRIAL AREA

RAILWAYS HOUSING

RAILWAYS HOUSING

TRIBAL POLICE HOUSING

K.C.C. HOUSING

COMMERCIAL CUM-RESIDENTIAL

SCHOOLS

SPORTS CLUBS

NYANZA GENERAL HOSPITAL

MARKET & BUS STAT.

LAND DEPT.

SOC. CEN.

ONDIEK ESTATE RENTAL

RAILWAYS HOUSING

KENYATTA SPORTS GROUND

POLICE HOUSING

K.C.C. STAFF HOU.

MDW FLATS

MAKASEMBO RENTAL

STADIUM

A.S.K. SHOW GROUND

P.C.'S OFFICE

CIVIC OFFICES

CHURCH

CLUB

SCHOOL

CLUB PARK HOSPITAL

UNDEVELOPED LAND

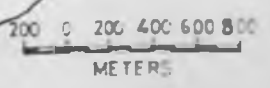
PRISON HOUSING

W DENSITY HOUSING AREA

V.O.K.

NYALENDA RESERVE

PRISON SAMBA



KEY

case with Mombasa. The implications of this state of affairs are that housing management as a profession can hardly be recognised to develop in the council. For instance, the relevant functions which ought to be executed by the department such as assessment of need and demand for housing will continue to be performed by other departments or outside agencies without regard for co-ordination. Without an architect and a physical planner in Kisumu, and only a housing clerk in his department, most of the housing development which could have been co-ordinated by the Director must surely be carried out by external agencies. The results will be high costs of housing provision and ultimate delays should supervision ever be effected. The houses so provided can hardly be properly maintained as no person from the council participated in their design in terms of layout and materials used. The following aspects of housing management will serve to illustrate what weaknesses arise from lack of proper staffing in the Kisumu Municipal Council in general and the Department of Social Services and Housing in particular.

4.3.2 Assessment of Housing Need and Demand

Although Kisumu became a township authority in 1903 and a municipal authority in 1960, no public rental housing was ever provided until the eve of Kenya's independence in 1962. An earlier case of public housing

was only the provision of 40 tenant-purchase units in Pembe Tatu between 1957 and 1960. Even after 1962, the provision of housing in Kisumu has kept a lower pace when compared with other major municipal councils such as Nairobi, Mombasa, Nakuru, Thika, Eldoret and Kitale.

One reason given for the slow rate of housing provision in Kisumu is that it has a relatively low rate of per capita earnings, and therefore does not provide adequate effective demand for housing. In comparison with Nairobi, for instance, Kisumu in 1970 had only 3,003 people in employment with average per capita earning of £296. Nairobi in the same year had 164,002 persons in employment with per capita earnings of £448. Figures for Mombasa were 57,134 persons with per capita earnings of £324.¹ Thus it is not only that Kisumu has a smaller number of wage earners but that also the per capita income is low. Only eight out of fifty one persons in Kisumu are employed, while in Nairobi every three out of eleven people are employed.² The reason is due to less industrial development in Kisumu. However, the situation should change in the next few years.³ The second reason given for the slow rate of housing

¹Kisumu District Development Plan 1974 - 1978.

Government Printer, October, 1975.

²Ibid

³Kisumu has attracted industrial development which include a brewery plant, Industrial Alcohol factory, and the Lake Basin Development Authority.

provision in Kisumu is that in comparison with either Nairobi or Mombasa, building costs are relatively higher in Kisumu. Taking Nairobi as a base, costs of constructing a similar unit in Kisumu would be 7½% higher, while in Mombasa the same unit would be 2½% lower than in Nairobi.¹ What this means is that capital values or rentals for housing units provided at the same time would differ by about 10% between Kisumu and Mombasa. In fact, the lowest council rentals in Mombasa for single rooms are Shs. 84/- while in Kisumu the lowest rentals are Shs. 185/- at Lumumba, which, however, are three-roomed self-contained units. Mombasa's highest council rentals are Shs. 340/- for three-roomed flats in Likoni while in Kisumu rentals in Argwings Kodhek flats are Shs. 650/- per month. Here again the units are four-roomed.

Given that wage earnings are low in Kisumu due to lack of much industrial development, while building costs are higher due to transportation costs of building materials from Mombasa and Nairobi, many of the wage earners in Kisumu cannot afford an expensive house. The housing units provided by the council are, however, three or more rooms with own facilities which means

¹Waweru and Associates. Low Cost Housing and Squatter Upgrading Study. Nairobi, March, 1977 p.c12.

that they are made deliberately expensive by the size. Most of the new housing units being provided in Mombasa and Thika even today are not more than three rooms. The study attributes this assessment of what type of housing is needed in Kisumu to lack of appropriately qualified personnel who would carry out on the spot survey to relate both the earnings and appropriate house size after calculating unit costs of construction in Kisumu. An economist per se would not arrive at appropriate housing costs without making use of an architect to provide alternate design layouts, and possibly a physical planner to advise on economic land use zoning. From the survey it was evident that housing in Kisumu is in the main provided as detached homes. It would probably have been cheaper to provide two-roomed terraced units.

From discussions with the Deputy Town Clerk who was in charge of planning for housing need and demand, he seemed to agree that it was not necessary to provide a four-roomed house if in the final analysis it became very expensive. Planning for housing should be directed to providing what people need, and providing it quickly. Kisumu cannot do this because it relies largely on the National Housing Corporation and private architects to undertake the planning.

As is the case with all other councils in Kenya, the effective demand for housing is based on one-fifth of a household's income. This being the case, 93% of Kisumu's wage earners cannot afford a conventional housing costing KShs.40,000/- for which repayment over 40 years at 7% rate of interest is KShs.270/- per month.¹ The Table 4.3B below gives the wage distribution by income groups in Kisumu between 1972 and 1976.

TABLE 4.3B DISTRIBUTION OF WAGE EMPLOYMENT IN KISUMU BY INCOME GROUPS

YEAR	Total Wage Earners	Earning upto 799/-	Earning 800-799/-	Earning 1000-1999/-	Earning 2000-2999/-	Earning over 3000/-
1972	9512	7,888	368	1,009	216	131
1973	9909	8,420	413	864	269	143
1974	11185	8,120	1,472	1,092	308	193
1975	12817	10,182	661	1,293	425	256
1976	12940	10,595	1,026	1,001	384	34

Source; Statistical Abstract, 1977 Table 282

Following from the low wages, even the number of people who apply for council housing is low. For instance, in 1969 only 1,857 applications were recorded by the housing clerk as needing council housing, and as at the time of survey in August, 1977 only 1175 applicants had not been given housing as per the waiting list records. Most of the applicants were earning between Shs. 500/- and 1,500/- per month, and only 66 applicants

¹Conventional housing is taken to mean a self-contained two-roomed unit with a total plinth area of 38.5 sq.m which is estimated to cost KShs.40,000/- today. Where construction cost is obtained from the National Housing Corporation money would be lent for 40 years @ 7%. This excludes running expenses such as maintenance which may account for over a third of the rental chargeable.

mostly business persons gave their wages as being more than Shs. 2,000/- per month. Most of the applicants were employed by small establishments dealing in printing, textiles, soap and fish packing. Against this background should be recorded the fact that as a centre Kisumu's population is in the order of 150,000. Its need for housing must definitely be higher, but at what cost and in what form is what the council has failed to do. When the Ministry of Housing and Social Services carried out assessment of need and demand in 1973, it was estimated that Kisumu needed a total of 7,070 homes, and that according to wage levels, 5550 of these units would need to cost only KShs.13,000/-, and that only 620 should cost KShs. 40,000/-. Thus at current cost estimates only 620 would be constructed as complete units while the rest would be site and service schemes for home ownership. The Director of Social Services and Housing in Kisumu, however, thought that the real housing need for Kisumu population is rental houses. Thus he said; "Although it is often said in some quarters that more emphasis on housing development should be on home-ownership, it is a fact that, that part of our population requiring home-ownership is negligible as compared to persons demanding houses to live in, pay rent and attend to their normal duties."¹ The two conflicting aspirations in

¹Municipality of Kisumu. Social Services and Housing Department Annual Reports for 1975 p.9 and for 1976 p.11

the assessment of housing need and demand between the council and the Ministry only helps to illustrate the fact that the councils need to be involved in ascertaining for whom they want to build housing. Whether Kisumu would do this with its present staffing position is doubtful. The council would also need to carry out its own design to ascertain reasonable cost levels that would include most of those who are on the council's waiting list. Above all, there is need for a review of the overall method of assessing housing need and demand if housing is ever to be provided to those who need it as a social service.

4.3.3 Housing Allocation Procedure

Application Register

Kisumu Municipal Council started keeping a record of applications for council housing in 1969. Before that date houses were allocated to whoever came when they were available. The number of applicants on the waiting list as at March 1977 was 4500. The applicants were recorded in a register giving date, name, address, marital status and waiting list number. There was no application form to be filled and there was no column for income. Names of those to whom housing had been provided were not deleted so that the register kept growing as more applicants appeared.

In March 1977 the council decided to review its waiting list in view of a new estate at Arina Phase IV that would be ready for occupation by June 1977. A letter was sent to each person whose name appeared on the waiting list to confirm whether he still needed a council house. The contents of the letter is at Appendix H. Although the deadline for response was given as 30th April, 1977 by August only 606 former applicants had responded. There were in addition another 569 new applicants who swelled the figure to 1175. What this indicates is that waiting list is not necessarily a good measure of housing need and demand unless it is properly maintained. Much clerical work would be reduced if applicants were asked to fill application forms giving details usually considered as necessary criteria for housing allocation. Then only those eligible should appear on the waiting list which should be revised regularly. For instance, some of the 4500 people assumed to be listed might have left town or got accommodation elsewhere and some had, in fact, been housed by the council itself.

Since April 1977 new application forms were designed asking for details of applicants, but the list is prepared according to the estate applied for. The form provided the names of the estates and rentals charged in each estate which vary from Shs. 185/- to

Kshs.650/- per month. Perhaps this is too restrictive as an applicant may not have a chance of being considered for an estate for which he did not apply even though the rents may be the same. It would give an equal chance to each applicant if the grouping was done on income basis for in the final analysis what the applicants want is a house they can afford to pay for.

Placing

While in the past houses in each estate would be allocated according to which applicant applied earlier, i.e. allocation based on date-order system, since the new list was prepared, all future allocations will use a balloting system in response to a Ministerial directive issued in 1973. An allocation sub-committee consisting of the Mayor, Town Clerk and the Director of Social Services and Housing carry out the selection of candidates for housing. No other officers of the council or councillors are involved at this stage. However, up to the balloting stage, the Housing Clerk provides the sub-committee with application numbers of 30 eligible applicants for every 10 houses in the case of a new estate. The numbers which are recorded on small sheets of paper are stuffed into a box, and in turn each member is asked to pick up 10 pieces of paper from the box while looking away. Those picked will be considered successful and their names obtained

from the waiting list register and forwarded to the Town Clerk who thereafter handles the remaining allocation formalities. In the case of companies and government organisations, no balloting takes place; they are given the houses they ask for in bulk, and rental payments are received from them direct.

Where single vacancies arise due to a house falling vacant in a particular estate, usually a smaller number of persons, i.e. ten for every unit is sent for balloting. Although we had no evidence we could not rule out the possibility that the clerk's work could be interfered with by some senior officials of the council in presenting names for balloting. The Director assured us that he was always ready to support the clerk in his work, and that being directly responsible to him, chances of interference were remote. We were, however, not able to attest to the success of the new system of selection because the first 300 units that had been allocated in Arina Phase IV had not yet been occupied. The Town Clerk had just sent letters of offer to successful applicants asking for a month's rent in advance pending further information as to when the units would be ready for occupation. No arrangements are ever made to meet the prospective tenants individually or collectively, except on the dates when they collect their keys.

When the applicants have accepted letters of offer, they are usually issued with rent cards containing the general conditions of tenancy. The Municipal Advocate signs the card on behalf of the council, while the tenant signs his part. The card is simple to read as it is written in both English and Kiswahili. When interviewed, 84% of the tenants said they had read and understood the agreement. Hopefully their understanding of this agreement will enable them make the council's work in housing management easy. The idea of balloting may also make the tenants have greater confidence in the allocation process, and hence work in greater co-operation with the council. But the success of the ballot depends on the efficiency of the administration of the applications. A person with some background of housing work would be necessary to help the Housing Clerk.

4.3.4 Rental Policy and Accounting

The main source of housing finance for the Kisumu Municipal Council housing development is the National Housing Corporation. It has already been pointed out that it is the general policy of this body that the tenants pay economic rent for all the houses provided, and so the rentals charged in Kisumu like in every other council are based on 11.5% of the gross cost of house including land, infrastructure and fees in

the case of rental accommodation, and 14% in the case of tenant-purchase accommodation. However, the rentals charged in Kisumu are often higher than in other towns because of the cost differentials discussed in section 4.3.2 above. Kisumu gets most of its building materials from either Nairobi or Mombasa as it does not manufacture any building material. The transport costs may account for the 10% difference in construction costs between Mombasa and Kisumu. It is also evident that in Kisumu, the units are in most cases detached or semi-detached single storey houses with their own compounds. Thus the houses occupy more land than when provided in the form of flats, and hence higher costs for both land and infrastructure. They are also bigger in plinth area when compared to units with fewer rooms. It is for these reasons that the existing rent levels in Kisumu are very high compared to either Thika or Mombasa. These rents are bound to rise as maintenance costs increase unless there is a change in the rental policy, so that, for instance, the tenants are subsidised to the extent of repaying the capital loan only, while the council is provided with grants for running expenses.

When tenants have been allocated houses, they are all required to make payments at one office only, there being no estates offices. They are expected to

forward their payments when due to a cashier in the Town Treasurer's Department who issues a receipt and enters the details on the tenant's rent card. The tenant is then directed to the ledger clerk who enters the details in the tenants ledger card kept in the Town Treasurer's Department. After the first week of the month, the ledger clerk prepares a list of those who have not paid for the information of the Director of Social Services and Housing to take appropriate action. When he receives the record, the Director issues warning letters to the tenants with copies to relevant persons as shown in Appendix J to this study. The notice requires the tenant to pay the outstanding rent within 48 hours. Where tenants have failed to respond to the warning letter the eviction is carried out by the Housing Clerk with the help of a council lorry and four "askaris" provided by the Enforcement Officer from the Town Clerk's Department. The evictions are usually carried out without further warning to tenants.

During the field survey, we found from the records that as at 12th July, 1977 there were 70 tenants with rent arrears out of 806 existing rental tenants. This represented about 9% of the tenancy because the other 300 units at Arina Phase IV had yet to be occupied. However, according to the Director of Social Services and Housing, the council often managed to recover most

of the rents due by the end of the year. This was also evident to some extent from the available rental collection records from 1970 to 1975. The actual sums collected are expressed as percentages of estimated rents for the year as shown in Table 4.3C below.

TABLE 4.3C

YEAR	ESTIMATED RENT £	RENT COLLECTED, £	% COLLECTION
1970	44,195	43,205	97.8
1971	54,590	50,775	93.0
1972	60,070	66,723	111.0
1973	70,524	62,119	88.0
1974	80,265	103,152	128.5
1975	102,920	120,188	116.8

If 1970 is taken as the base year, then by 1975 no rents remained outstanding. The rentals have progressively increased as new estates were built and occupied. The highest rental increase was however in 1974 when the council revised the rents upwards for all estates by more than 100% in some estates. For instance, rentals for Ondiek Estate rose from Shs.85/- to Shs.185/- per month, while rentals for Argwings Kodhek Estate rose from Shs.350/- to Shs.650/- per month. The reason for the increases was that maintenance costs had increased and that it would be

no longer economical to retain the same rents. Thus the council collected an all time high figure of 128.5% over its previous estimates, while the remaining arrears were recovered in 1975. The year 1973 was apparently the worst in rental collection with only 88% received. The figures were even more disappointing when individual estates were examined in the same year as shown in Table 4.3D below.

TABLE 4.3D RENTAL COLLECTIONS FOR THE YEAR 1973

ESTATE	ESTIMATED RENT	RENT COLLECTED	% COLLECTION
	£	£	%
Lumumba	5,400	5,400	100
Ondiek	10,520	6,804	65.0
Mosque I	8,185	7,812	95.0
Makasebo	9,759	9,759	100
Kibuye	4,905	5,286	108
Kodhek	10,080	10,080	100
Arina I	21,675	16,987	78.0
	<u>70,524</u>	<u>62,119</u>	<u>88.0</u>
	=====	=====	=====

Source: Abstracts of Accounts and Annual Budgets.

Rental collections in Ondiek Estate and Arina Phase I were extremely low. When compared with other years, it is not possible to blame the council for poor collection systems; it is possible that 1973 was a

bad year for the economy of the country as a whole. In Kisumu alone the number of wage earners in the income group of Shs.1,000 to Shs. 1,999/- dropped from 1,009 in 1972 to 864 in 1973 as already shown in Table 4.3B above. In this same year even Mombasa whose total rental collections were usually higher every year only managed to collect 91.6% of the estimated rents for the year. It is, however, possible that some of the outstanding rent was recovered in 1974 and included in the rental collection record of 128.5% realised.

When the rentals have been received in the Town Treasurer's offices, entries are made in the Estates ledger where each estate is treated separately. The accounts for individual tenants are, however, entered in the ledger cards. In the case of each estate all entries regarding rents collected and expenditures are entered in appropriate pages so that it is possible to know which estate makes a profit or a loss in any one given year. The expenses against each estate include repairs, rates, insurance, loan charges, administration and roads. The administrations expenditure includes a proportion of stationery and salaries of staff engaged on the estate which in the particular circumstance includes the Director and the Housing Clerk. Central administration charges

includes apportionment for works, carried out by the Town Clerk and the Town Treasurer. The basis for this calculation appeared arbitrary and not uniform over the years.

Although the Council maintains a separate housing account, it does not maintain a separate banking account for housing. All council revenue is banked in one account, against which all expenditures are made according to votes. This approach has been maintained by the council because it is more interested in the overall financial position rather than individual accounts. The Treasurer argued for instance that it would be of no use having a healthy housing account when other council services are at a standstill for lack of finance. Similarly, it was argued that housing operations would benefit from surplus revenues from other sources such as rates where one bank account exists. However, should the whole financial position be unfavourable then housing services would suffer, particularly loan repayments and maintenance expenditure which should have first claim on revenue from housing. However, the Treasurer's view was based on past records where nearly every year the housing account was overdrawn. It is only since 1974 following the rental increases that the housing account seems to have had more than enough revenue against expenditure. As shown in Table 4.3E overleaf

large surpluses made in 1974 and 1975 turned the hitherto accumulated deficits into surplus balances of £66,598.

TABLE 4.3E: KISUMU MUNICIPAL COUNCIL HOUSING A/C

Year	Rent Collected	Expenditure	Balance
	£	£	£
1968	20,797	24,703	+3,906
1969	33,330	36,072	-3,742
1970	43,205	45,402	-2,197
1971	50,775	53,561	-2,886
1972	66,723	64,661	+2,062
1973	62,119	62,735	- 513
1974	103,152	68,109	+45,043
1975	120,188	94,451	+33,737
Total accumulated deficit/credit since 1968		=	+£66,598 =====

The major items of expenditure from the housing revenue account are the loan repayments which account for over 60% of revenue, and the maintenance and repairs which accounts for about 15% of revenue. Debit balances therefore usually arise where anticipated rents are not all collected, or where expenditure on administration is high. Greater deficits were experienced in the older estates of Ondiek and Lumumba where because of the relatively low rents, much smaller balances

remained after loan repayments. What remained could not in most cases meet the maintenance and administrative costs. It is only after 1974 rental increases that surpluses were experienced in each estate. This raises the issue of how regularly and by how much rental increases should be allowed to accommodate increased running expenses, or whether alternative methods of management could be adopted that would reduce the cost of these expenses to the management.

4.3.5 Estate Maintenance and Repairs

Responsibility for Maintenance Works

Several departments are involved at various levels in the organisation and execution of maintenance and repair works in the council's housing estates. Firstly, the Director of Social Services and Housing through the Housing Clerk is responsible for initiating the works to be done. The clerk receives complaints from tenants regarding defects that should be made good. He is also expected to prepare his own programme of regular inspections of the premises to ascertain what needs to be corrected that might not have been reported by tenants. All the defects known either through tenants' reports or through inspection are usually reported to the Town Engineer who has the necessary technical staff to execute the work. The manner in which the department is organised to enable

it to carry out such works and how satisfactorily the works are done will be discussed below. Usually when requesting the works to be done the clerk uses a "Works Instruction" form, a specimen of which is attached at Appendix Q. The form has been designed by the engineering department itself to make its work easy.

Besides requisitioning for maintenance and repair works, the Director of Social Services and Housing is expected to prepare the annual budget for the Maintenance Fund. He bases his budget on the previous year's expenditure to which he adds some arbitrary figure to take care of expected increase in costs. At this time, however, the budget is not related to the expected income as required by the Ministry of Social Services and Housing. The budget is usually presented to the Finance Committee at which the Treasurer and Town Engineer are present to guide the Director. However, what happens in practice is that the manner in which maintenance work is executed does not give the Director control over maintenance expenditure. It is the Town Engineer and the Treasurer that are involved in the financial management of maintenance works. Ideally they should prepare the budget.

All the costing for maintenance works is done by the

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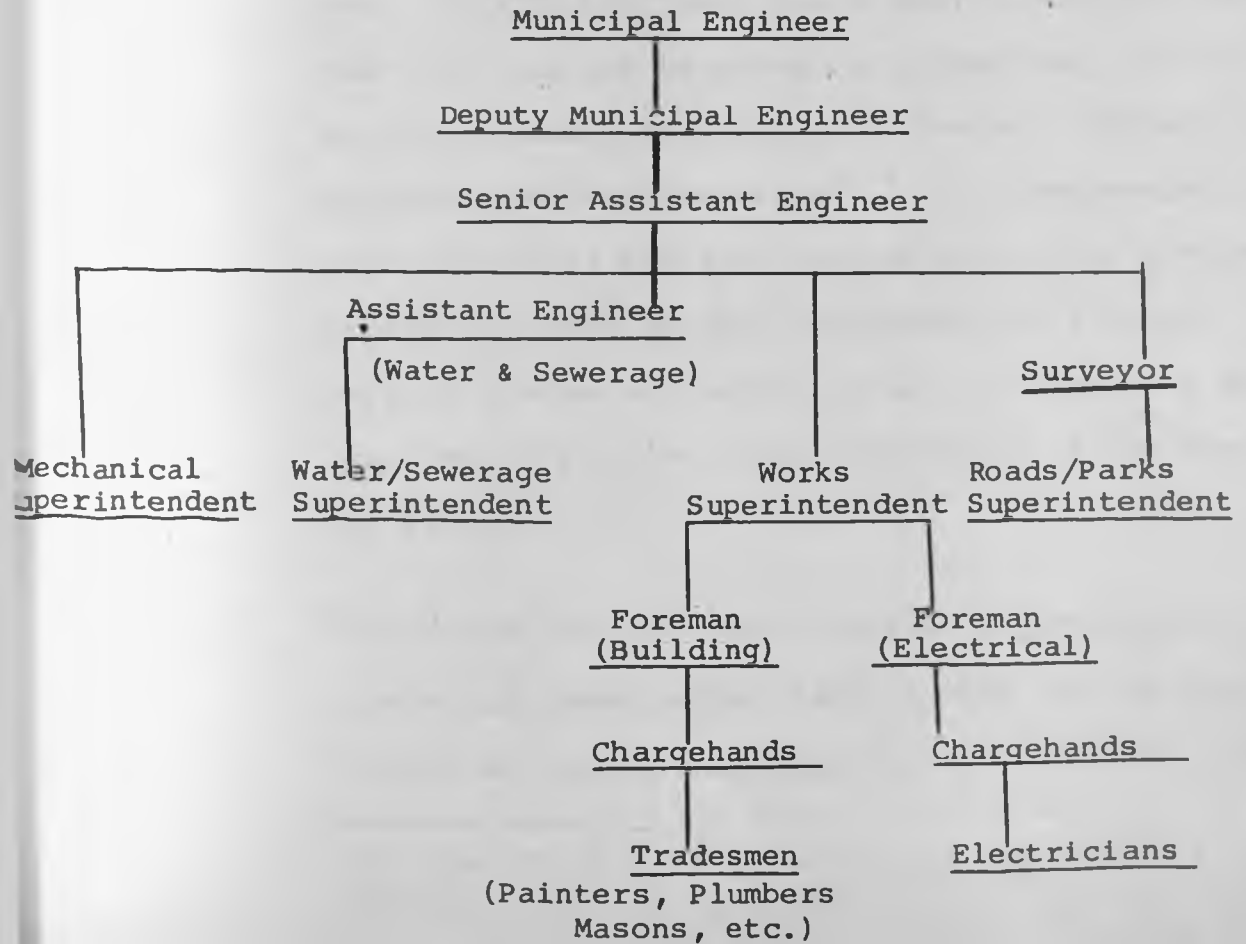
Treasurer. Once the work is executed, the Engineer's Department sends a schedule of the items used to the Treasurer for the necessary costing. At the time of survey, the costing was based on cost of materials to the stores, while labour was taken at 25% of the materials used.¹ But where no material was used, for example, tightening a screw, labour charges would be based on hourly working rates of the workman assigned. However, the only problem recognised here was to ascertain how long it took to undertake a given task. In most cases where jobs performed were minor the labour charges were ignored. The net effect is that actual sums spent on expenditure may appear low when more work was actually executed. It could lead to under budgetting the following year with the result that some necessary works may not be performed to the detriment of the estates.

After pricing, the Treasurer's department then makes the necessary entries according to which estate the work was carried in, and sums up the expenditure on all the estates at the end of each month. While all this is going on, the housing department is not kept informed about the expenses; it does not even know

¹Interview with P. Ambasa, Chief Internal Auditor to Kisumu Municipal Council. It has been discussed in Chapter II that labour content may be sometimes as high as 45%, therefore 25% taken by the Council may not be unreasonable.

when the works requisitioned are executed. The section therefore cannot monitor both the expenditure and execution of maintenance works. The system allows for possible misuse of the Maintenance Fund by the engineering department, as well as possible slackness in performance of the work.

The organisation of the Town Engineer's Department is basically the same with that in Mombasa, except that there is a much smaller number of staff both in quantity and quality than in Mombasa. The chart below shows the organisation as at July 1977.



Besides the engineer and his deputy, there is one Senior Assistant Engineer who is directly responsible for building works and mechanical maintenance to vehicles. There is an assistant engineer in charge of water and sewerage works and one surveyor in charge of roads and parks. Responsible to the Senior Assistant Engineer for building works is the Works Superintendent who is supported by 61 members of staff in various grades. This section is responsible for construction and maintenance of council's buildings including 13 primary schools, 5 out-patient health clinics, a youth training centre and hostel, civic buildings, and over 1100 housing units in various council estates. Thus, for instance, in 1975 when no new large building projects were undertaken during the year, the section "kept itself busy throughout the year with repairs to council's properties, such as schools, housing estates, staff houses, stadium, dispensaries, halls and hostels".¹ Any improvements to such properties was also carried out by the section. In addition, the section supervises the site and service schemes and owner-builder programmes of which there were 64 units under construction at the time of the survey.

This volume of work looks formidable particularly at supervisory level since there is only one building foreman without an assistant to issue specific work

¹See Town Engineer's Annual Report for 1975 p.5
Municipal Council of Kisumu.

instructions to each worker every morning. The work is also organised from a central office where each worker has to report every morning for specific assignments. With respect to housing estates, no workers are assigned to an estate, except that they are sent each day by the foreman according to what work has been requisitioned for. It was therefore not possible to give a relationship of say how many housing units to each plumber for the plumber works in any building. But on average it is possible to assume from the nature of the work that the council could not afford to spare more than one tradesman in each case for all residential housing estates. The position would therefore be basically the same as in the case of housing clerk who runs the whole show single handed. There are not only bound to be delays in executing the works with such a skeleton staff, but there is the possibility of certain works either being ignored or badly executed. The extent to which the latter case would be true will be revealed by the degree of obsolescence in the council's housing estates to be examined in the next section.

In Kisumu the cleansing works are the responsibility of the Cleansing Superintendent in the Medical Officer of Health's Department. There is a separate vote from the Maintenance Fund for cleansing services

because these services are considered revenue earners and, therefore, self-supporting. That is, the council charges fees for conservancy and for dustbins separately from house rent.

From above, responsibilities for keeping the housing estates in good and tenantable manner fall under more than one department. How efficiently the respective duties have been performed will now be examined in the following section.

Level of Performance for Maintenance Works

Maintenance Expenditure:

The level of performance in executing maintenance and repair works will first be examined against the level of expenditure in relation to the rents collected. It has already been mentioned in Chapter I that expenditure on maintenance and repairs should not exceed 15% of the rentals as this is what is provided for in the calculations for rent. In Kisumu maintenance expenditure records available between 1968 and 1975 do not show cases of excess expenditure except in 1973, which because of reasons already discussed under rental policy and accounting above collected far less rent than anticipated. Thus 18.2% of the rent collected was spent on maintenance. Table 4.3F below gives comparisons of sums spent on maintenance against sums

collected from rent for the years 1968 to 1975.

TABLE 4.3F: MAINTENANCE AND REPAIRS EXPENDITURE

Year	Rent Collected	Maintenance* Expenditure	Percentage
	£	£	%
1968	20,797	1,339	6.4
1969	33,330	3,125	9.3
1970	43,205	5,466	12.5
1971	50,775	6,830	13.5
1972	66,723	10,135	15.2
1973	62,119	11,275	18.2
1974	103,152	16,100	16.6
1975	120,188	17,600	14.6

*These figures exclude sums of money spent on cleansing work under the Medical Officer of Health.

What appears evident from the above table is that maintenance expenses have increased every year in absolute terms as more houses are provided, and also relatively as total rents increased. It was also reported by the revenue accountant that nearly every year all the sums budgeted for were spent and sometimes overdrawn. If this is true then the maintenance budget has never been related to anticipated rents, which in effect makes it difficult to ascertain over or under expenditure. Very low expenditure may mean

neglect of the premises so that estates appear in bad structural and decorative state of repair. This we shall examine under building failure characteristics.

When individual estates are, however, examined the maintenance expenditures were relatively higher in the older estates of Lumumba and Ondiek than in the newer estates of Arina. Ironically, these estates where relatively higher sums were spent relative to their rents had poorer standard of maintenance than other estates. It is possible they are subjected to greater wear and tear on account of age as can be seen from rise in maintenance expenditure for Lumumba in Table 4.3G below. However, percentages may appear high in relation to rents collected because their rents are also low, being only Shs. 185/- per month per unit.

TABLE 4.3G : RELATIONSHIP OF EXPENDITURE TO RENTS COLLECTED FROM 1970 TO 1975

Year	Rent Collected	% Collected	Repairs Expenditure	%
	£		£	
1970	4,797	100	600	13
1971	4,950	99	600	12
1972	5,400	105	910	17
1973	5,400	100	910	17
1974	81,400	127	1,350	16
1975	9,750	116	2,000	21

Source: Abstracts of Accounts.

Non-Programmed Maintenance

The bulk of maintenance work carried out in the council's estates originated from complaints by tenants to the Housing Clerk. There was no evidence of attempt on the part of the council to undertake regular programmed maintenance work to preserve the buildings and their environment. One plausible reason for non-programming is lack of proper maintenance philosophy as nobody in the housing department has had any formal training in housing work. A second plausible reason is that because work is divided between various departments nobody cares to take responsibility for lack of role definition. Therefore, those works which would not ordinarily be reported by tenants such as redecoration of the premises, refuse collection are bound to suffer.

No external decorations have ever been carried out in any estate since the first ones were completed in 1962. Internal repaintings have only been occasionally carried out and in most cases only at the request of incoming tenants. The only estate where some internal redecoration had been done in all units were Lumumba and Ondiek Estates which were painted in 1972 after ten years. The other estates have not been generally repainted. The results of this lack of programmed repainting is evidenced in scratched walls with paint peeling off and dirty appearances which are very

expensive to make good at a later date.

The cleansing work was disappointing. There was evidence of bad smell from garbage in the dustbins that had stayed for several days without collection. Besides, rubbish and garbage littered some of the estate roads because there are often no dustbins, in spite of the fact that some tenants paid each Shs. 12/- for new dustbins or replacements. The reason for lack of dustbins in some estates was because the tenderer was unable to supply 4000 dustbins as ordered, and that only 400 were supplied.¹ No reason was however given why the council took over two years without looking for an alternative supplier. With respect to garbage collection, the reason given for bad performance was lack of transport. The only two vehicles which were available for refuse collection were frequently off the road for repair with the result that refuse collection was irregular.² The overall effect of poor cleansing services in Kisumu's council estates is bitter resentment by the tenants who question the validity of paying rent. The estates are also vulnerable to epidemics such as cholera which will become more expensive to control than purchase of new reliable vehicles for effective performance. One

¹See Medical Officer of Health's Annual Report for 1975 p.10. Apparently the supplier had failed to supply the dustbins up to the time of survey in 1977.

²Ibid p.7. Similar reasons were given in 1974 and 1976.

creditable thing about the estates, however, was that although refuse was not collected and garbage littered, the grass and the hedges looked well trimmed. This was a result of participatory maintenance management where the Director of Social Services and Housing organises "garden competitions" in November of every year. The aim is to encourage tenants to keep their plots clean so that general appearance of housing estates is pleasant.¹ The competition is organised for those occupying houses on separate plots, so that owners of three best maintained plots are awarded prizes in an open ceremony by the Mayor of the Council. The effect is that on the whole compounds have well trimmed hedges and flower gardening.

Building Failure Characteristics

But failure to carry out regular programmed maintenance is not the only weakness of the Council. What transpired during the survey is that no regular inspections of the premises are carried out with a view to discovering any damages not reported by the tenants, but which if not attended to would cause failure of the building fabric. Some of these damages would arise due to response of the building materials either to use or climate. They could also occur on account of poor workmanship during construction or repair work. The existence of such damages in an estate is

¹See Director of Social Services and Housing Report for 1973 p.3

a manifestation of poor maintenance on the part of the council. Like in the case of Mombasa, a survey was carried out in Kisumu in seven major estates which had over 50 housing units each. The results of the findings are tabulated in Table 4.3H below.

TABLE 4.3H: BUILDING FAILURE CHARACTERISTICS

ESTATES	Total Units	Units Inspected	Defective units as % of those inspected					
			Walls	Roofs	Floors	Doors	Windows	Fittings
Lumumbas	100	20	60	35	70	40	30	60
Ondiek	167	34	30	15	20	40	15	70
Mosque I	88	20	40	20	50	40	20	60
Arina I	70	14	10	5	10	15	5	30
Makasembo	125	25	10	5	10	10	10	10
Arina II	105	21	10	15	5	20	10	30
Arina III	50	10	5	nil	5	10	5	15

The above table shows that the three oldest estates of Lumumba, Ondiek and Mosque I, all constructed in 1962 had the greatest number of defects. They were constructed in the main of similar basic materials, particularly the corrugated asbestos sheet covering to roofs, flush timber doors, metal casement windows, cement screed floor and cast iron plumbing work. The walls in Lumumba are burnt hollow clay bricks without

external rendering, while the walls in Mosque I and Ondiek are concrete blocks, plastered and painted both internally and externally.

The most common defect in all the estates had to do with plumbing work where 60% of the units inspected in each estate had leaking taps due to worn out washers and leaking joints due to sealing caulk wearing out. In a number of cases toilets were not flushing due to ball valves having been punctured and hence not able to remain afloat. All these defects appeared minor and would have been made good only if the council had enough staff with the necessary expertise to undertake regular physical inspections of the premises and advise on their repairs appropriately. There were no cases of broken water closet pans as the toilets were of the eastern type built in the ground. Another generally widespread defect in the three estates was in the walls. The walls in Lumumba had general surface erosion with occasionally large knocks and indentations because of the vulnerability of hollow clay bricks. Some of the walls had become damp following heavy rainfall. In the case of concrete block walls, peeling off of plasterwork and paint was a common characteristic, especially because no external re-decoration had been done since the premises were erected. Some walls also looked damp due to leaking joints. All these defects on walls would have been remedied either

through programmed cycle maintenance such as external redecoration every five years or regular inspection that would call for replacement, for instance, of broken hollow clay bricks.

The defects on the doors was mainly due to sinking as a result of unfastened hinges at the frames, while others had broken locks; all being the results of long intensive use. Windows had the common defect of window panes. For instance, in Lumumba alone, 30% of the windows inspected had broken or missing glass panes, particularly those units which were facing back streets. The tenants informed us that most of the breakages were by playing children, and that the council had ignored their repeated requests for repairs. The tenants on the other hand have not been given the incentive or the authority to execute their own repairs. They have therefore resorted to covering the window opening with hard cardboard paper with the resultant unsightly appearance to the estates. To confirm that there was no supervision of estates by the council, the Housing Clerk admitted having not seen these windows.

The roofs in all cases had the characteristic of leakages through the chimney stacks during the rains. The junctions of chimney stacks and the roofs had been sealed using coal tar. Due to high temperatures and subsequent effects of solar radiation the tar has

constantly been damaged resulting in leakages. This is an example of poor construction technique, because an alternative technique such as the use of metal cover flashing would have been more appropriate. There is also general surface erosion on roof coverings due to effect of hot temperatures and high humidities on asbestos cement products.

The newer estates of Makasembo and Arina have been constructed of concrete block walls with plaster and paint on both sides. Their roofs, windows, doors and floors are of basic similar construction to the older estates. They had relatively fewer defects identified than in the older estates. A noticeable distinction was that with respect to sanitary fittings, there were cases of broken pans and covers in the toilets because they are fitted with low flush western type closets. Other defects followed the order in the older estates, as for instance, stain on walls and blistering of paintwork as a result of no redecoration in recent years.

Possible reasons for fewer defects identified in the newer estates are firstly because they have not been subjected to long wear and tear. They are also less crowded with room occupancy rates of 2 persons as compared to 3 persons per room in Lumumba, Ondiek and

Mosque estates. Therefore they are subjected to less intensive use. Their low occupancy rate derives from their high rents which only allows the more sophisticated residents of Kisumu whose ways of life have made them resist overcrowding. It is also possible that these residents are keener to report any damages as they occur, so that accumulations of defects do not arise.

From the schedule of reported defects in the Works Superintendent's office, there was not very much difference in number of reported cases between the old and the new estates. All of them had a high frequency of reports about water and sanitary fittings as well as doors and windows. The schedule of reported cases is shown in Table 4.3J below. The table confirms our contention above that the residents in newer estates being eager to live in better surroundings have frequently asked for repairs. The older estates with greater frequency of breakages have reported about the same number of defects.

TABLE 4.3J: REPORTED CASES OF DEFECTS IN HOUSING ESTATES FOR THE YEARS 1974 - 1976

Estate	R e p o r t e d D e f e c t s					
	Roof Leak- ages	Fitt- ings	Doors	Windows	Floors	Walls
Lumumba	130	685	190	60	205	30
Ondiek	20	700	220	140	50	10
Mosque I	30	440	160	50	10	30
Arina I	40	790	140	140	20	30
Makasembo	30	510	230	50	20	20
Kodhek	10	390	170	70	10	10

Source: Schedule of Repairs kept by Works Superintendent.

When tenants were interviewed about the performance of the council in the management of their estates, their reactions varied with the condition of the estates. On average, about 70% of those interviewed thought the council did a good job. The remaining 30% thought the performance was unsatisfactory, mainly on the grounds that it usually took a long time to get work executed and sometimes never having it done at all. Cleansing services was another cause of low regard for council's performance in maintenance and repairs. As shown in Table 4.3K overleaf, Lumumba and Mosque estates had the highest negative responses from the tenants. 60% and 40% of those interviewed in Lumumba and Mosque respectively thought the level of service by the council was unsatisfactory. These two are among the oldest estates, where as previously discussed, there were many cases of identified defects as well as those reported to the council. It is highly probable that because they are occupied by the low income groups, their requests for repairs may sometimes be ignored either as a saving to the council or because they are not able to exert pressure and influence on council employees who execute the works. Some council officials who seemed to recognise that their performance in maintenance and repairs was poor seem to think that lack of finances was a contributory factor.

TABLE 4.3K:

Estate	No. of Tenants	No. Interviewed	% Yes	% No
Lumumba	100	20	40	60
Ondiek	169	34	70	30
Mosque I	88	20	60	40
Arina I	70	14	80	20
Makasembo	125	25	80	20
Arina II	105	21	70	30
Arina III	50	10	80	20
TOTAL	705	144	69.57	30.43

For instance, in 1974 the Town Engineer admitted that not all the 1310 requests made for repairs were attended to. Some of the requests received were either ignored or rejected due to lack of funds.¹ It is not true from the statement of accounts that the council had no funds because as already shown in Table 4.3E above, the council had a credit balance of £45,043 in its housing account. At the same time, the council spent £16,100 out of rents collected on repairs, representing 16.6%. This sum was higher than in any other previous year and the percentage spent was higher than that allocated for in rental calculations. There should, therefore, have been no excuse for shortage of funds, except that because the council operates one bank account, the overall financial

¹Municipal Council of Kisumu. Town Engineer's Annual Report for 1974 p. 9.

position of the council could have been unsatisfactory. The same case could apply to other years and hence the perpetuation of bad standard of maintenance. This would be highly unacceptable because housing as a service should be self-supporting and should have its own separate bank account.

The question of lack of finance is not crucial. The poor maintenance standards in the estates derived from poor organisation in the execution of maintenance works, and lack of appropriately qualified staff. The organisation includes allocation of well-defined responsibilities, as for instance, who should undertake programming of maintenance cycle, who should control maintenance funds, and the types of control to ensure that work requisitioned is appropriately executed. Cleansing in the housing estates should be taken more seriously as a maintenance function and should be properly executed as lack of it contributes to rapid obsolescence of the estates. And to enable the council to carry out maintenance works effectively, once organised, there should be enough members of staff with appropriate qualifications, particularly in the Department of Social Services and Housing.

The whole set up will, however, be affected by all housing management functions, including welfare services such as provision of estate amenities and

recreational activities which are the subject of the next section.

4.3.6 Social Amenities and Welfare Services

In Kisumu, due to lack of well developed public town transport, all the estates are developed within a 2 kilometre distance from the Social Centre and the bus terminus from and to all parts of the country. The locations of these spots in relation to the housing estates is shown on the map in Figure 4.3 above.

While this has been possible because of the relatively slow housing development, it is not going to be possible to get land within a 2 kilometre radius, particularly with the proposed development of 6,000 housing plots and related facilities to be financed by the World Bank.¹ It is therefore imperative that steps should be taken by the Council to grant licences for the operation of town public transport. When we interviewed tenants about the amenities and services they thought necessary for a residential estate, bus routes for town transport was high on the list of priorities. Their arguments were that without bus transport, it was risky to stay out late, even if the nature of your work required you to do so; it was

¹It was reported in the Daily Nation of 3rd May, 1978 that Kenya would get Shs.400 million for housing development in Nairobi, Kisumu and Mombasa. Since the report further negotiations have taken place, and the three councils have each set up a Housing Development Department, specifically for this project.

expensive to do heavy shopping in town because this would involve hiring a taxi. We considered these arguments valid.

Besides public transport the tenants considered the existence of shops, health clinics, nursery schools and street lights as being necessary services. Only 20% of those interviewed considered social halls necessary, while only 14% thought recreational grounds were necessary. A physical survey of the council's estates for the level of provision of social amenities produced results shown in the schedule below.

From the results of the survey, Arina Estates which are the latest have been provided with no single amenity. The other estates have one or two of the high priority amenities. For instance, only three estates have shopping centres, while there are only two nursery schools within reach. Most crucial to the parents interviewed, was the lack of nursery schools for children of 3 to 5 years within easy reach, while the council now insists on admitting only children who have attended nursery school to Standard One in a primary school. There was one nursery school in Ondiek Estate with an enrolment of 116 children as at November 1976 and another at the Social Centre with an enrolment of only 40 children. They could not

PROVISION OF ESTATE AMENITIES IN
COUNCIL ESTATES IN KISUMU

A M E N I T I E S	E S T A T E S				
	Lumumba	Ondiek	Mosque I	Makasebo	Arina I - III
Shops	X	Y	Y	Y	X
Health Clinics	Y	X	Y	X	X
Nursery Schools	X	Y	X	X	X
Street Lights	Y	Y	Y	Y	Y
Bus Services	X	X	X	X	X
Recreational grounds	X	X	X	X	X
Social Halls	Y	Y	X	X	X
Social Halls	Y	Y	X	X	X
Libraries	X	X	X	X	X

'X' means lack of amenity, and 'Y' means the existence of the particular amenity.

be expanded beyond these numbers.¹ Lack of town transport also means that parents may not be able to take their children to far places even if such facilities existed. The implications of all this is that tenants have become unhappy with their residences which in effect defeats the purpose of housing provision. There is one Social Centre next to Lumumba and Ondiek estates where evening entertainments and indoor games are provided but it becomes rather far for Arina Estate which now has a total of 625 housing units at the extreme end of residential estates. But besides the rental estates, there are other adjacent estates provided through tenant-purchase, mortgages or owner builder schemes, so that in providing facilities in this part of the residential area the council should be planning for the whole neighbourhood taking into account future expansion.

It has been suggested elsewhere that there should be a nursery school for about 2500 persons.² When we consider an average size of a family to be 5 persons, then there should be a nursery school for every 500 tenancies. On this basis the facility is

¹See Director of Social Services and Housing Report for 1976, p.1

²See Waweru and Associates, Op Cit Annexe A2 Provision of facilities for Squatter Upgrading.

very much under provided in Kisumu estates. Arina estate needs its own nursery school. Other amenities such as shops or health clinics may need larger populations but they still need to be centrally situated within easy reach of every tenant. But compared with Mombasa, however, Kisumu is relatively better provided with some of the services considered of high priority. There is one library near the Social Centre which can be utilised by the residents up to 6.00 p.m. and run by the National Library Services. The essential service not provided in town is transport.

Tenant Participation

What is more important than provision of nursery schools and social halls is the cultivation of a spirit of self-reliance and participation among the tenants. They should be able to organise themselves into committees to run their own nursery schools and cultural activities on a 'harambee' basis. This lead has not been provided by the Director of Social Services and Housing despite the existence of a section dealing with community development. This section seems to concentrate more in the semi-rural areas that were included in the Municipality in 1972, while the town residents in the estates are left to cater for themselves individually rather than

collectively. The case is even worsened by the fact that the housing units in Kisumu are on individual compounds so that it becomes difficult for neighbours to meet unless there is need. The encouragement of the formation of estate committees would even go further to ease the management's job to handle maintenance problems as the tenants as a group would suggest what should be done for them.

When tenants were interviewed about their feelings on the formation of tenants associations or committees in the estates, the following results were obtained.

TABLE 4.3M:

Estate	No. interviewed	% Yes	% No
Lumumba	20	90	10
Ondiek	34	80	20
Mosque I	20	40	60
Makasembo	14	100	0
Arina I	25	60	40
Arina II	21	70	30
Arina III	10	80	20
TOTAL	144	73.3	26.7

More than 70% of those interviewed thought it necessary that the tenants should form themselves into committees primarily to provide their own security in the estates,

and also to form a bridge of communication with the council regarding housing maintenance. They also wished to form themselves into committees for the purpose of "harambee" to provide nursery schools where they needed one instead of waiting for the council. It is possible that tenants could initiate the moves, but such moves would be to no avail without the appreciation and encouragement of the council members and staff. This challenge in our view rested squarely on the shoulders of the Director of Social Services and Housing. He should not have much problem in realising the benefits of participatory management, because already the concept of garden competitions is well received by the tenants.

CHAPTER V

THIKA MUNICIPAL COUNCIL: A CASE STUDY

5.1 INTRODUCTION

Thika is Kenya's third largest industrial town after Nairobi and Mombasa but smaller in population and size than either Kisumu or Nakuru.¹ It started as a small service centre for settlers in 1901, and was gazetted a township in March 1924. It was elevated to the status of a municipality in July 1963 under legal notice No. 441 of 5th July, 1963. Its boundaries cover a superficial area of 9800 hectares, and the average altitude is 1507 metres.

Thika has an exceptionally agreeable climate for human comfort, and hence does not call for very special housing design or use of building materials. Extremes of temperatures do not occur; the maximum annual average is 25.2°C and the minimum is 14.0°C. Humidities are not excessive and there are pleasant and fairly constant breezes but no strong winds.² There are, however, high levels of ultra-violet radiation and wide

¹Provisional population census figures for Kisumu and Nakuru in 1979 were 153,373 and 93,643 respectively, while that for Thika was 41,253 as announced by the Ministry of Economic Planning and Development. Nairobi and Mombasa figures were announced as 834,549 and 341,501 respectively.

²Thika Municipal Council Guide. Thika for Investments Town Hall, 1969 p.4.

diurnal ranges because of the relatively hot days and cool nights. Thick walls of about 300 mm may be necessary to limit the heat admitted during clear hot days and also to preserve the heat during some of the cool nights. Light reflective surfaces could, however, serve as a substitute for thickness as these would reflect rays. The roofs too would need thicker coverings, and if light coverings are used there should be ceilings as these would greatly reduce coldness at night and overheating by day. Asbestos sheets could be used without ceilings because they have a higher thermal capacity. Bitumen and asphalt would not be recommended for this climate because the high levels of ultra-violet radiation and diurnal ranges effectively hasten the deterioration of these materials. Where therefore they are used, they will be a source of problem to the management of Thika's housing estates.

5.2 Organisation of the Council

5.2.1 Committee Structure

Thika Municipal Council has basically similar structural set up to Kisumu and Mombasa. It has 12 elected and 4 nominated members who form the council. However, Thika has a greater number of standing committees and sub-committees than either Kisumu or

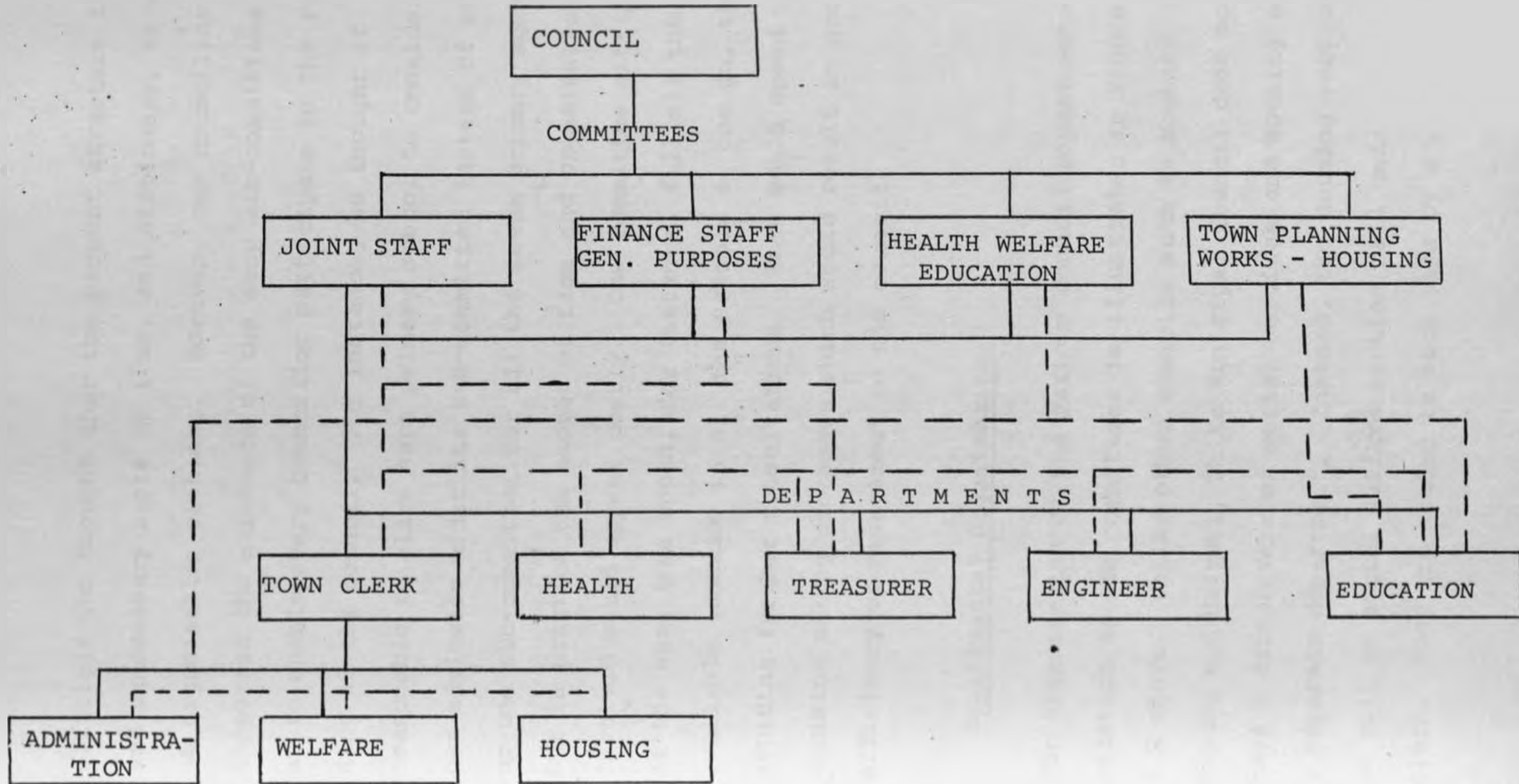
Mombasa. As shown on the chart in Figure 5.2 below, the four committees include Health-Welfare-Education Committee, Finance-Staff General Purposes Committee, Town Planning-Works-Housing Committee and Joint Staff Committee. While the first three committees have similar responsibilities as in Kisumu and Mombasa, the fourth committee in Thika is different. Membership of this committee includes the Mayor, Deputy Mayor, Chairman of each of the three other committees, and the respective heads of each of the council's administrative departments. This high powered committee acts as the co-ordinator of all the activities of the council. It makes detailed investigations into any project, department or area of activity and aids the council in setting its objectives and priorities. For instance, all major policies taken by the various committees and the council are finally discussed by this committee before their implementation. The committee recommends which policies should take priority and the necessary strategy for implementation. The body is thus instrumental in co-ordinating and controlling the implementation of the various decisions, as a "central policy committee".

This committee is more than the informal meetings of the heads of departments that take place in other councils merely to consider agenda for subsequent committee meetings or merely to discuss certain common

administrative matters. The existence of this committee in Thika enables it to play a corporate role in both policy formulation and implementation thereby reducing causes of conflict between the councillors and administrative staff. It also helps in streamlining the activities of various committees and departments which results in greater co-ordination in the execution of the various activities of the council. In addition to the four committees above, there are fourteen sub-committees dealing with various functions of the council. For instance, under the Finance-Staff-and-General Purposes Committee, there are six sub-committees, while Town Planning, Works and Housing Committee has four sub-committees; Health-Welfare-and Education Committee has four sub-committees excluding various sub-committees for each school. Our observation was that there were too many sub-committees dealing with similar functions that could be carried out by a single sub-committee. Under Town Planning-Works and Housing committee, there are three allocation sub-committees for housing, plots and markets. They do not meet regularly except when allocations are to be made. Similarly, under the Finance-Staff-and General-Purposes committee, there are Staff Appointment sub-committee and Leave of Absence sub-committee both of which are concerned with staff matters. Our view of the existence of too many committees was supported by some council

Fig. 5.2

THIKA MUNICIPAL COUNCIL
COUNCIL COMMITTEES AND DEPARTMENTAL STRUCTURE



Key:

officials who thought that the present structure involved unnecessary waste of time, and stationery, as well as organisation problems. However, one councillor supported the existence of the many sub-committees so as to enable every councillor participate in the running of the council. For instance, he thought it reasonable to allow each primary school to consider its own admission under its sub-committee instead of setting up one sub-committee for all the seven primary schools. But in practice the amount of time and organisation involved would appear costly. One committee sitting at the same time would, for instance, fill all the available vacancies in all the schools at one go, thereby avoiding further consultations. This would speed up decision making processes which would result in greater efficiency of management to the council.

5.2.2 Departmental Organisation

The organisation of the various council departments in relation to the committees is illustrated in Figure 5.2 above. Unlike other councils such as Mombasa, Kisumu and Nairobi, Thika Municipal Council does not have a directorate of social services and housing as a separate department. Instead, the housing section as well as social welfare section fall under the Town Clerk. They are headed in each case by a welfare

officer and a housing officer. The Public Health Department is not headed by a Medical Officer of Health like in Kisumu and Mombasa, but by a Health Inspector because the council does not provide medical treatment. Only cleansing, conservancy and disease control services are provided. The treasury, engineering and education departments are, however, headed by people with similar responsibilities to their counterparts in Mombasa and Kisumu.

The departmental set-up in Thika is similar to that of other smaller municipal councils in Kenya apart from Nairobi, Mombasa, Kisumu and Nakuru. In the case of Thika, some council officials thought this set-up was largely due to lack of funds which has inhibited the expansion of various departments and the subsequent provision of services to the residents. Employees' emoluments took a large percentage of the total budget, and hence without additional revenue the council is unable to sign on any new staff.¹ However, a number of council employees interviewed thought that the reason for non-employment of certain senior staff such as the Medical Officer of Health may also be attributed to both the relatively low salaries paid by Thika Municipal Council when compared to say

¹See Town Clerk's Report for the year 1974, p.15.

Nairobi or Mombasa, and the evidence of lack of security of tenure for such employees. Thika and other smaller municipal councils pay lower salaries than the major municipal councils and hence may not attract an appropriately qualified senior officer. This is also evident from the general poor staffing position in all the council's departments which has led to a number of functions related to housing work being tendered to private firms as shown in Schedule 5.2A. For a long time the council has not employed an architect or a town planner among others. In terms of security of employment, Thika's worst experience was when in February, 1978, at a full council meeting, the members voted to terminate the services of the three chief officers of the council notably, the Clerk, Engineer and Treasurer for alleged inefficiency. The council did not, however, receive the approval of the Minister for Local Government as required, but for lesser officers the council's decision would have been final. Accordingly, the council would not find it easy to attract certain category of staff who could find alternative jobs elsewhere. The result of poor staffing is poor provision of services, including housing management functions to be discussed below.

SCHEDULE 5.2A

THIKA MUNICIPAL COUNCIL STAFF DEALING WITH

HOUSING WORK

WORKS RELATED TO HOUSING	DEPARTMENT IN-CHARGE	STATUS OF THE PERSON IN CHARGE OF OR ACTING FOR THE DEPARTMENT
Planning	-	-
Request for approval to:		
a) Town Planning and Works Committee by	Town Engineer's	Town Engineer
b) Commissioner of Lands by	Town Engineer's	Town Engineer
c) National Housing Corporation by	Town Clerk's	Town Clerk
Acquisition of land	Town Clerk's	Town Clerk
Survey of Land	-	Survey of Kenya
Infrastructure		
a) Water	Town Engineer's	Town Engineer
b) Sewerage	-	Private Firms
c) Roads	-	Private Firms
d) Electricity	-	East African Power & Lighting Co. Ltd.
Preparation of Plans	-	Private Firms

Issue of building approvals	Town Engineer's Public Health's	Town Engineer/ Health Inspector
Preparation of tender	-	Private firms
Issuing of tenders	Town Clerks's	Town Clerk
Commencement of construction	Town Engineer's	Town Engineer
Supervision	Town Engineer's	Town Engineer
Occupation Certificate	Town Engineer's	Town Engineer
Final cost analysis	-	Private firms
Selection of applicants	Housing Committee/ Town Clerk	Town Clerk/Allocation subcommittee.
Notification of successful applicants	Town Clerk's	Town Clerk
Handing over to the successful applicants	Town Clerk's	Works Superintendent/ Estates Superintendent
Collection of revenue	Town Treasurer's	Town Treasurer
Maintenance	Town Engineer/Clerk	Works Superintendent/ Estates Superintendent
Health requirements	Public Health's	Health Inspector
Other tasks: Evictions	Town Clerk's	Housing Officer

Source: Compiled from interviews with Town Clerk & Town Engineer on 25th April, 1977.

5.3 Execution of Housing Management Work

5.3.1 Introduction

In Thika housing management should in the main fall under the jurisdiction of the Housing Officer in the Town Clerk's Department. However, due to unfavourable staffing position in the section, some of the work is being currently undertaken by other sections of the council as will be discussed in later sections. The main responsibilities of the housing section include the processing of applications for housing, organising the maintenance and repair works in the estates and the eviction of defaulting tenants. To enable the Housing Officer to carry out his work, he is helped by one assistant, and estates superintendent, one enforcement assistant and the supporting staff as shown in the organisation chart below.

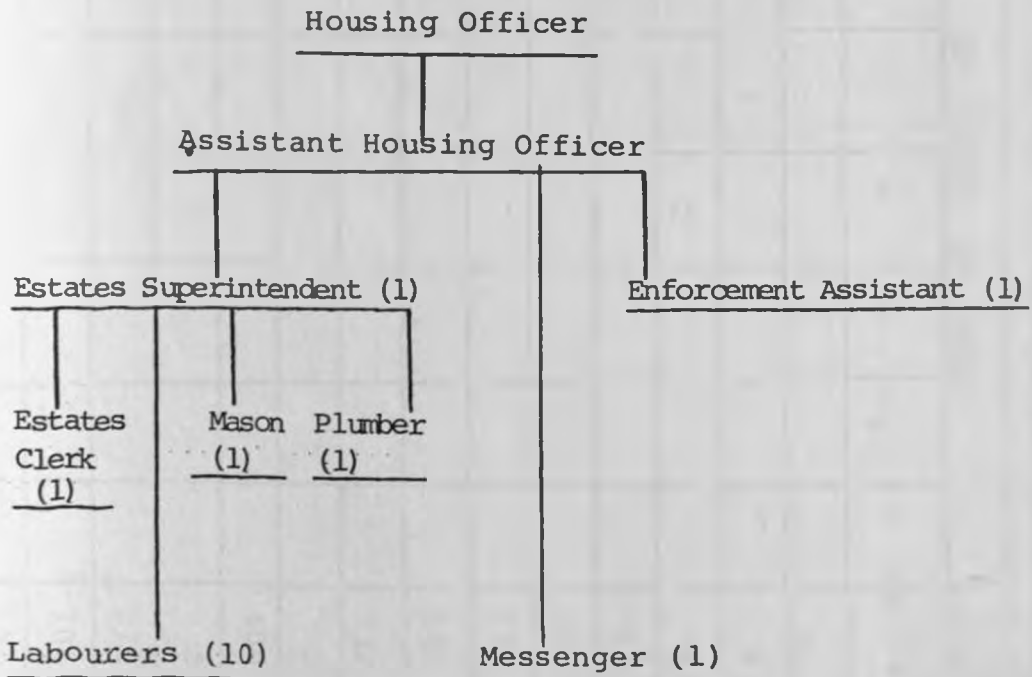


TABLE 5A: HOUSING PERFORMANCE OF THE MUNICIPAL COUNCIL OF THIKA 1952 - 1977

YEAR	NAME OF SCHEME	TYPE OF SCHEME		NUMBER OF UNITS BY ROOM							TOTAL UNITS	TOTAL ROOMS	
		Rental Units	Mortgage Units	1	2	3	4	5	6	7			
1952	Staff Houses (depot)	334		24	12							36	48
"	" (Water Supply)	5			3	1	1					5	13
"	" (Sewerage)	2					2					2	8
"	" (General)	11		9	2							11	13
1955	Jamhuri Phase I	312		288	24							312	336
1955	Starehe Phase II	192			192							192	384
1959	Ofafa Phase III	140		132	8							140	148
1964	Ofafa Phase IV	132		132								132	132
1964	Haile Selassie	5					4		1			5	22
1964	Ofafa Phase V	400		400								400	400
1968	Haile Selassie	3					3					3	12
1969	Ziwani/Bondeni	114			80	34						114	262
1970	Kimathi Phase VIII	105			83	22						105	232
1970	Magoko (Staff)	28					28					28	112
1971	Pilot Estate	20			16	2		2				20	48
1971	Tenant Purchase I		12				12					12	48

Table 5A (contd)

YEAR	NAME OF SCHEME	TYPE OF SCHEME		NUMBER OF UNITS BY ROOM							TOTAL UNITS	TOTAL ROOMS
		Rental Units	Mortgage Units	1.	2	3	4	5	6	7		
1972	Bendor Road		55					55			55	275
1972	Tenant Purchase II		30			30					30	90
1974	Rental IX Ph. I	152			105	47					152	351
1975	Rental XII Ph. I	96			74	22					96	214
1975	Section IX		104					104			104	520
	TOTAL 1977	1,753	201	985	599	158	50	161	1		1,954	3,668

NOTE:

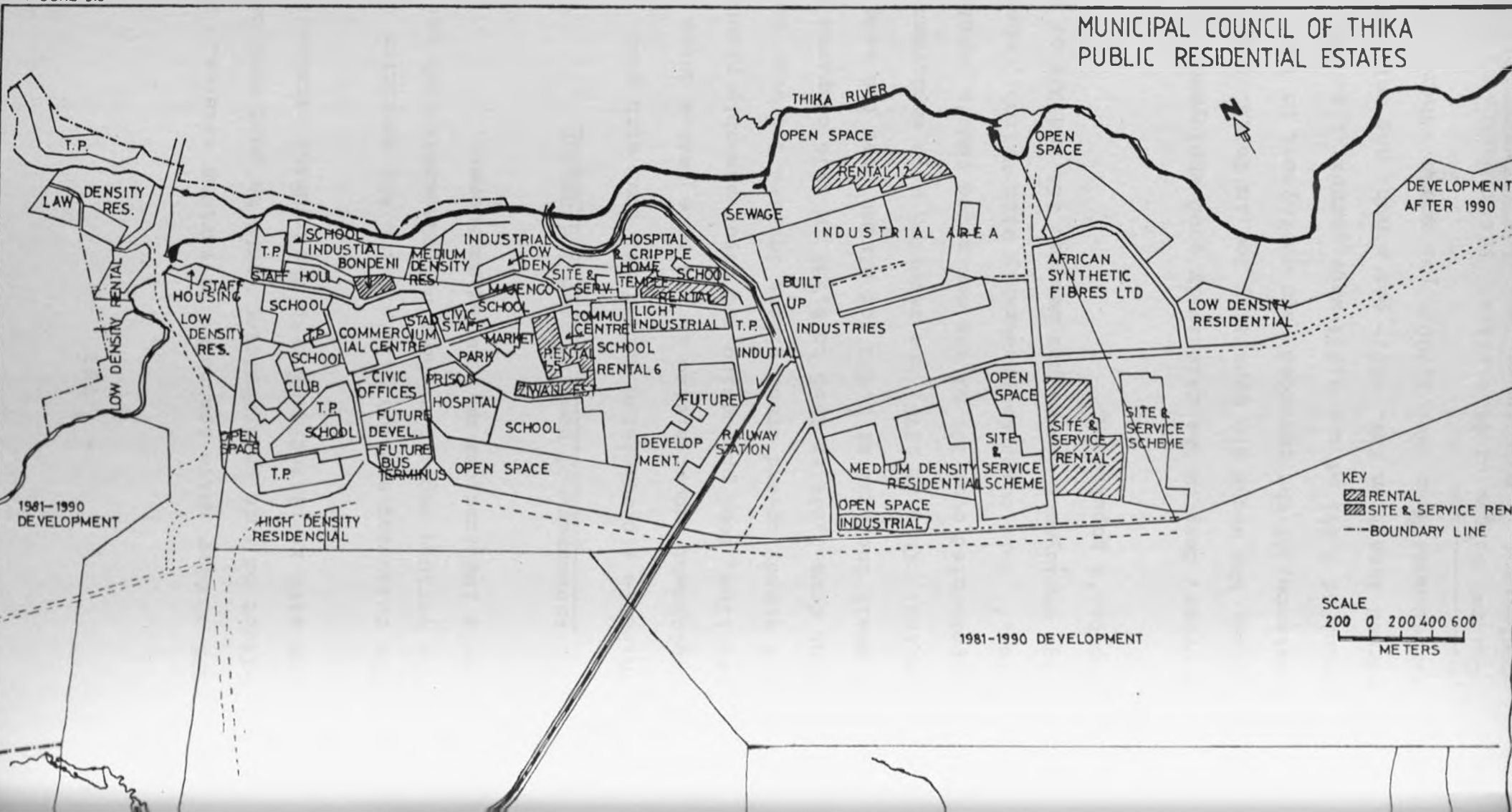
1. The mortgage schemes are administered directly by the Housing Finance Company of Kenya Limited that provided mortgage funds.
2. Besides the above complete units, there have been provided 1670 serviced plots which are directly administered by the National Housing Corporation.

The Housing Officer is accommodated at the Town Hall together with his assistant, the enforcement assistant and the messenger. The enforcement assistant is responsible for ensuring that the tenants comply with tenancy agreements, particularly with regard to rental payments, and where rents fall in arrears he carries out eviction orders as required by the Housing Officer. The Estates Superintendent and his staff are housed at the community centre next to Starehe and Ofafa Estates. This section carries out all minor maintenance work, and only seeks the help of the Town Engineer for major works.

In terms of maintenance work, the housing section deals with 1753 housing units of various accommodation sizes as shown on the schedule in Table 5A. About 70% of the units are old, having been constructed largely as single roomed units with communal water and toilet facilities which generally place a heavy burden on maintenance. The units are scattered in various estates as shown on the map marked Figure 5.3. Some of the newer estates such as Rental 9 and Rental 12 are as far as 5 kilometres away from the Community Centre. These features are likely to create management problems in the execution of maintenance work as will be discussed later. The staffing is also small so that there is one plumber and one mason for all the

FIGURE 5.3

MUNICIPAL COUNCIL OF THIKA PUBLIC RESIDENTIAL ESTATES



1753 housing units scattered in various estates. The effect of this understaffing would be poor work output with resultant damage to the housing estates.

The following section will examine the execution of the various aspects of housing management work and their implications on housing management.

5.3.2 Assessment of Housing Need and Demand

Thika is a progressive industrial town with good employment opportunities in its more than a dozen textiles, food processing and motor assembly plants. Its steady upward trend almost doubled its wage employment from 5,204 in 1965 to 9,934 in 1976 compared to a small increase of 1,453 for Kisumu over the same period. Thus at 1976, the recorded wage employment represented over 26% of the estimated town's population.¹ This compares favourably with Nairobi, whose wage employment represents between 26% and 32% of the capital's population.

However, despite the relatively good employment opportunities the wages are generally low in Thika. For instance, of the recorded wage employment in 1976, a total of 7,875 of the 9,934 wage earners, i.e. 79%, earned less than Shs. 400/- per month, and only 4% earned more than Shs. 1,500/- per month. Therefore

¹ Central Bureau of Statistics: Distribution of wage employment in main towns from 1965 to 1976.

in terms of affordability as a criterion for housing allocation in Kenya, 79% of Thika's wage earners would not afford houses let for more than Shs.80/- per month, and only 440 persons could afford rents in excess of KShs.300/- per month. But the latter category of staff may include the company executives and senior civil servants who are housed by their employers and hence may have no effective demand for council housing. The cheapest council housing in the older estates of Jamhuri and Ofafa were being let at KShs. 85/- per room; the rentals for the newer estates of Kimathi, Rental 9 and Rental 12 averaged KShs.127/- per room and the units are let in two to three rooms. Thus they are beyond the majority of Thika's residents.

An examination of the previous waiting list for applicants showed that most people applied for single roomed units, principally because they were the cheapest. The table below gives the number of applicants by number of rooms required.

Year	Number of applicants by rooms required			
	Single Room	Two Rooms	3 or more Rooms	Total
1971	3,237	2,700	461	6,198
1972	3,552	2,770	477	6,599
1973	3,425	2,809	484	6,718
1974	3,851	3,349	671	7,877

Source: Compiled from waiting list records in Housing Office.

From the above table more than 50% of applicants in each of the years 1971 - 1974 needed single roomed units followed by those in need of two roomed units. Besides the question of lower rents for the single rooms, there is also the possibility that the bulk of Thika's working population consists of single men who are either unmarried or have left their wives and children in the rural areas as they cannot support them in town and hence do not need bigger accommodation. The population survey carried out in Thika in 1969 showed that 65.2% of the adult population were males, mainly from the surrounding districts.¹ The dominant male population in Thika may also have contributed to the serious overcrowding of 4.2 persons per habitable room with 3 persons per room being most frequent.² They merely want a place to sleep during the week days and travel to their rural areas over the weekend.

Therefore, the reality of housing situation in Thika is the need to provide cheap accommodation which the residents can afford given their low wages. This

¹Town Planning Department. Thika Physical Plan 1972 - 1977, paragraph 2.7.0 - 2.7.5.

²Ibid

does not seem to be the case with the council because in 1973 the council embarked on construction of 248 housing units which were let in 1975 at Shs. 275/- for the two rooms and Shs. 375/- for three-roomed units, respectively. The allocation was by secret ballot but what happened is that some of the units were never taken up. The council decided to reduce these rents due to poor tenant response in 1976 to Shs. 215/- and Shs.350/- for the two and three roomed units, respectively.¹ The reduction in rent did not appear sufficient because up to the time of this survey there were 12 units still unoccupied in the two new estates of Rental 9 and Rental 12. Most of the units had, in fact, been taken by the employers such as United Textiles Industry for its class of employees entitled to housing. The surplus of housing units not taken by the industrial concerns remain vacant with the result that the council is losing revenue, while at the same time housing need and demand in the town is not satisfied.

This state of affairs raises the question as to the purpose and methods used in assessing housing needs and demand in our local authorities. Thika had at the time of survey another 254 rental units on the drawing board estimated to let for Kshs. 400/-

¹Housing Officer's Annual Report for 1975 at page 4 gives report about poor response for the new houses constructed at Rental ix and xii estates, respectively on account of high rents.

per month each, which would need to be occupied by people earning more than Ksh. 2,000/- per month. If the distribution of wage earners for 1976 and the waiting list records are a true guide as to the state of housing demand in Thika, then only 209 people would qualify for the above scheme. The bulk of the population would therefore not benefit from additional housing, nor is there any guarantee that all houses will be taken.

This improper assessment of the true state of housing demand in Thika could be blamed on lack of on site assessment by the Council. The whole planning process from assessment to design is carried out outside the council. With sufficient staff the Council should carry out their own assessment and design so that houses so constructed would be occupied immediately. A closer look is needed to ascertain the population structure, people's attitude towards housing and how much they would be willing to spend on housing. The national rule of thumb on affordability that are applicable in Nairobi with its relatively higher salary structure may not necessarily apply to an industrial town like Thika where salaries are lower. It could probably be more appropriate to build flats instead of single dwelling units currently prevalent in Thika to reduce costs of construction, and hence

lower rents. It could also be possible to build hostels to be occupied in single rooms instead of making all units family accommodation. These aspects would call for detailed analysis that could only be carried out by council staff with appropriate qualifications and training. Until this is achieved, the council will continue building expensive units which will not be occupied on time or which may call for subsidy which the council may not be capable of accommodating. Where houses are constructed which do not relate to effective demand the council is often faced with problem of allocation as shown below.

5.3.3 Allocation of Housing

During the 1950s when Thika's public rental units were provided in bed spaces for the industrial population, the allocation was based on first come first served. Eventually the authorities started to keep a waiting list from which houses would be allocated in date order. With the attainment of municipal status and the subsequent construction of more modern and expensive units the council designed application forms, a specimen of which is attached in Appendix L, to be filled by applicants. The form asks for particulars from applicants as well as accommodation preferred. However, it does not ask for proof of details such as a letter from the employer, nor does it require the applicant's

marital status. The basis of allocation is therefore the accommodation required with little regard to its adequacy for the applicant. Such a criterion could lead to under-occupation or serious overcrowding. The income aspect also appears to be ignored because the waiting list register is prepared according to size of accommodation applied for. Thus when the two new estates were ready for allocation in 1974, the Housing Officer went through his list and presented 543 eligible applicants for the 248 units comprising two-three rooms to the allocation sub-committee. His basis of selection was size of accommodation applied for and the salary stated on the forms.

When the sub-committee invited the applicants for interview only 75% turned up, and only 64 were willing to pay rentals of Shs. 275/- for two-roomed units and Shs. 375/- for three-roomed units respectively. Another 30 units were allocated to employers.¹ The reasons for not all applicants turning up depends on the age of the waiting list since some of those recorded might have lost interest. That only 94 out of 248 units were allocated during the interview was because most of those interviewed either did not earn five times the amount of rent as a basis for qualification, or they were unwilling to spend that much on

¹Interview with Mr. Kanyumba, Housing Officer for Thika Municipal Council.

accommodation. The units being allocated were 5 kilometres away from the town centre and had neither recreational facilities nor shopping centres. The applicants could therefore have turned down the offers even if they were able to pay.

During the allocation, neither the Housing Officer who keeps the records nor the Social Welfare Officer who would assess tenants reactions are present. The committee comprises the Mayor, Deputy Mayor, two councillors, Town Clerk and a representative from the National Housing Corporation. They are in effect persons far removed from the day-to-day management problems of the housing estates so that in the event of any doubts regarding a certain application, the matter has to be thrown back to the Housing Officer. The method used by the committee in allocation was also not clear because the balloting system had not yet been operational in Thika. Points system could not work because the details on the application form are not sufficient to make a good basis of comparison.

But whatever method of allocation the committee used, the results were discouraging with the result that the council lost rent due to several houses not being taken up. It is not only that the method of allocation was unsatisfactory, but as already pointed out the method of ascertaining what houses to build and for

what rent is inappropriate. There were 7,877 applicants on the waiting list at the time of allocating the above houses, yet the houses were not all taken up. What was then the purpose of providing the houses that people do not need? Tenants interviewed thought that besides the rents being high, the houses are far out of town. There is no public bus transport in Thika and therefore it becomes insecure to travel at night. There are no nursery schools, health clinics, etc., at the estates and therefore tenants have to travel long distances for these services on foot. The estates are therefore unpopular and difficult to let despite the existence of housing shortages in Thika. And even if appropriate type of houses were provided, there would still be need for appropriate allocation procedures to be followed by the council. The application form would need to be redesigned to take care of marital status and family sizes for without these aspects it would be difficult to know what size of accommodation would be appropriate. The waiting list needs to be based not only on accommodation required, but also on income. The number to be presented to the committee should be screened according to income eligibility since ability to pay for housing is of paramount importance.

Tenancy Agreements

When the sub-committee has completed the selection the Town Clerk normally invites the successful applicants to pay the necessary rentals to the council. The tenants are then expected to visit the Housing Officer who will hand over the keys once the tenant has signed a tenancy agreement. The contents of the agreements which are attached to this study as Appendices L and M give in simple forms the personal details of the tenant and the tenancy obligations. It is signed by both the tenant and the Housing Officer on behalf of the council. The agreement, however, contains no obligations on the part of the landlord so that the tenant has no way of knowing when the landlord has not executed his role. Thus the agreement is one sided in favour of the landlord. It also contains some outdated obligations such as requirement not to keep liquor which are not capable of being enforced. However, the agreement is written out in Kiswahili and therefore, capable of being understood by nearly all tenants. The English translations are those of the author. When some 54 tenants were interviewed they admitted having understood the conditions of tenancy and they were in agreement with them. They also admitted that before signing the conditions they were first read to them by the Housing Officer who invited them to ask any questions. This was quite

a different situation from either Kisumu or Mombasa where some tenants claimed they had not understood the conditions of tenancy. However, besides the conditions of tenancy, there was no educational process as to the use of the building components and their maintenance. Thus in the final analysis, the standard of maintenance on the part of tenants may remain low. This will be examined under the section on maintenance and repairs.

5.3.4 Housing Accounts

The basis of rental calculation for council housing in Thika is the same as in the other two councils as already discussed. The older estates are now let at KShs. 85/- per room, while the newer estates which are let as two or three-roomed self-contained units are now let as high as Shs. 127/- per room per month, mainly because of the relatively higher construction costs. However, the rentals for council housing in Thika are lower than those in Kisumu and Nairobi, principally because land is cheaper in Thika than in Nairobi,¹ and construction costs are lower in Thika than in Kisumu or Nairobi. The reason for lower construction costs is the saving in transport costs of some raw materials such as sand and building stones which are abundant in the neighbourhood.

¹The value of land for industrial development in Thika was assessed by the Government Chief Valuer at £40 per acre or £100 per hectare in 1973, while figures for Nairobi was £2000 per acre, i.e. £5000 per ha. Residential land because of the greater intensive use commands a higher value per unit area than industrial land.

Labour costs are also lower in Thika because minimum statutory wage in Thika is KShs. 275/- per month as against Shs.350/- in Nairobi.

In Thika tenants are expected to pay the rent to the Cashier in the Town Hall who issues the tenant with a receipt. The number of receipt and the amount is entered on the tenant's rent card, a specimen of which is attached in Appendix R. The Cashier later passes on the duplicate receipts and the teller's sheets to the rent clerk who will make the necessary entries in the tenants' individual ledger cards. All sums collected are deposited in a separate bank account from which all expenditure related to housing estate administration is drawn. Ideally the purpose of the rent card is that it acts as a receipt when a revenue stamp is fixed on it and signed. However, in Thika the council issues a separate receipt whose details are then transferred to the card. This system is wasteful in both time and stationery. The amount of writing being done by the Cashier means that it is difficult to serve many tenants when there is a long queue. Those turned away would remain disconcerted as they will have to make another queue to pay the rent.

Despite Thika's relatively low rents, the level of collection is poorer when compared with either Mombasa or Kisumu. It has already been pointed out

that wages are very low in Thika and so there are possible cases of rent defaulters. There was also the instance of 1974 when houses were not occupied resulting in much loss of revenue to the council. Table 5B below shows a summary of the council's housing account for the years for which records were available. With the exception of 1973 following upward increases in rents by the council, almost every year received less than anticipated rent. The expenditure in each case exceeded the revenue collected with the result that by 1973 there was an accumulated deficit of £36,729.¹ As the intervening years did not record any credit balances, it is possible that the accumulated deficit had grown to a much bigger figure at the time of survey in 1977, although no audited accounts were available.

Besides the anticipated rents not received, another reason for the perpetual deficit in the council's housing accounts has been the large expenditure on water, conservancy and electricity in the housing estates constructed between 1952 and 1964. These older estates of Jamhuri, Starehe and Ofafa Phases III, IV and V were installed with communal metres for water and electricity for which the tenants were not charged. These estates have been characterised by extravagance in the use of water. For instance, in

¹See Town Treasurer's Reports for 1973 at page 14.

TABLE 5B: THIKA MUNICIPAL COUNCIL : HOUSING ACCOUNTS SUMMARY

Year	Estimated Rent	Rent Collected	%	Total Expenditure	Balance
	£	£		£	£
1967	40,000	35,155	88.0	37,492	2,337 DR
1969	54,040	41,738	89.0	49,794	8,056 DR
1971	62,607	61,250	98.0	60,021	1,229 DR
1973	62,607	65,140	104.0	72,564	7,424 DR
1974	75,144	60,558	81.0	66,558	6,000 DR
1975	129,214	113,233	88.0	131,342	18,109 DR

Source: Abstracts of Accounts and Annual Estimates from 1967 - 1975

1973 a total sum of £6,740 was spent by the council on water in these estates alone, which sum was charged to the housing account. This sum could have accounted for part of the deficit of £7,424 experienced in 1973.

Since 1974, however, the council started to charge the tenants Shs. 10/- each for water and electricity, respectively and credited these sums to respective relevant accounts kept by the council. Any deficit realised would therefore not become part of the housing account. By the end of 1974 the council collected £8,920 from water in these estates alone, and in 1975 the sum was £10,268. Such large sums which had been previously lost have contributed to the large accumulated deficit in the housing account.

The main reason, however, for the low rental collections lies in many cases of defaulters who for one reason or another cannot pay rent. The tenants said that they experienced difficulties paying rents due on 1st January of every year because this is the time to pay school fees and attend to the children's educational needs. The Housing Officer also confirmed that poor rental collections were usually received during the months of January and May presumably when children go back to school. What was not explained was why tenants are allowed to carry on the arrears up to the end of the financial year. For instance, in 1971 a total

sum of £1,357 had not been paid by tenants at the end of the year. And in 1975 only 88% of the anticipated rent had been collected. The deficit for 1975 was the highest because while some houses remained vacant in the new estates, the council had to continue making mortgage repayments to the National Housing Corporation. It would appear that the Housing Officer is not vigilant enough with rent defaulters because apart from 1973, the collection has never reached 100% mark.

The expenditure on maintenance may also be generally high in view of the age of the estates and this may be one cause for continuing deficits in the housing accounts. This will, however, be examined in the next section on maintenance and repairs.

However, the overall effect of the poor rental collection in Thika is the high deficit amounts. This also means that some services which ought to have been provided could not be provided owing to lack of funds. The standard of property maintenance cannot therefore be expected to be high. The enforcement officer does not appear able to convince tenants to pay rents regularly. The reasons could be beyond his control, particularly when they are related to assessment of need and demand, and the allocation procedures. Nonetheless the council has fallen far below our criterion of good rental collection being within 99% of the

anticipated rent.

5.3.5 Maintenance and Repair Works in Housing Estates

Staffing Organisation

The organisation of carrying out maintenance works in Thika is slightly different from what obtains in either Mombasa or Kisumu. As already shown on the chart in section 5.3.1 above, the Housing Officer has among its staff a Superintendent of Estates, who together with supporting staff carries out the day-to-day maintenance works in the estates. Only major works such as repainting a whole estate, rewiring or re-roofing a house or underpinning foundations are considered beyond the capability of the section and hence reserved for the Town Engineer's Department.

In all cases tenants report to Estates Superintendent who enters the details in a record book then sends the plumber or mason according to the type of complaint to diagnose the defect. Each of them has four unskilled assistants to help them carry out works as they arise in the 1753 rental units. This small staff is also expected to carry out regular inspections of the premises for possible defects that may call for programming. The existence of one skilled mason and plumber to every 1753 housing units had long been

recognised as unsatisfactory by the council but up to the time of our survey no efforts had been made to alleviate the situation, mainly for reasons of lack of finance. For instance, in his 1975 report to the council, the Housing Officer noted that his section had been suffering from shortage of maintenance staff and this continued to be a problem during the year under review. "The situation was worsened by the retirement of a number of staff who were not replaced. It is also to be hoped that the council will take a serious view of the situation and consider addition and replacement of more manual workers during the year 1976". The situation had not improved at the time of survey because the Town Treasurer turned down the Housing Officer's request on the grounds that the housing fund was always overdrawn and therefore cannot support additional staff. In our view, however, the provision of good maintenance services to the tenants should be of paramount importance even if they are to be subsidised from other sources of income. When premises are neglected the eventual cost would be colossal.

When the mason or plumber finds the work to be of magnitude that calls for more skill and a larger labour force he reports back to the estate superintendent who prepares a requisition to be signed by the Housing Officer to

be sent to the Engineer's Department. The department has a maintenance section headed by a Works Superintendent. He is supported by some 37 members of staff working as artisans and labourers. The section carries out all maintenance works for roads, schools, markets and housing estates.

In 1971 for instance, the section carried out work on the construction and roofing of kitchens and bathrooms in Jamhuri, Starehe and Ofafa housing estates. In 1975 the section fixed weldmesh burglar proofing in Rental 9 Estate and excavated electrical cable trenches and refilled them in Rental 12 Estate. Although the study could not verify the extent of staff shortage in this section, the Town Engineer in his 1975 report emphasized the acute shortage of staff in this section. It is one possible cause for lack of regular programmed maintenance in the housing estates which has led to them falling obsolete.

The cleansing and conservancy services are carried out by the cleansing supervisor in the Public Health Department. The role of this section in housing maintenance has been recognised by the Health Inspector when he said that any breakdown or slackening in the execution of these services is bound to pose a dangerous situation as far as the health of the public is concerned. He therefore regretted that the council did not consider his requests for more staff so that

the staffing position at the time of survey was the same as what it was in 1969. "As I have mentioned earlier the staffing position in this section is getting from bad to worse - irrespective of the town's growth, through no replacement to cleansing staff who have either absconded, retired or transferred to other sections". He further reiterated that constant breakdown of refuse vehicles had made the situation even worse. The section had only three refuse tippers bought more than ten years ago. Apart from one vehicle the rest are unserviceable. Thus the performance of this section in the execution of its cleansing work is far from being satisfactory as will be shown in the section on standard of performance of the maintenance works.

Maintenance Fund

Thika Municipal council maintains a maintenance fund to which specific sums of money are voted by the council every year to take care of maintenance expenditure.

Its estimates are based on previous years' expenditures, and it is controlled by the Town Treasurer.

From an examination of sums spent on maintenance and repairs since 1967, Thika has spent less money both in absolute terms and in proportion to rents collected. For instance, apart from 1967 and 1974, when special

works were carried out, percentages of rents spent are not far above what is set aside in the rental calculations. This is anomalous because Thika has relatively older housing units with poorer construction materials and communal facilities with the attendant excessive use. One possible reason is that some works which could be done are ignored with resultant damage to the properties. The other possible reason is that certain works carried out by the housing section may not have been costed at all which has resulted in smaller amounts being shown on record. Salaries of personnel in the maintenance section is also included under administration. Table 5C below gives expenditure on maintenance over the years in relation to rents collected.

TABLE 5C: MAINTENANCE AND REPAIRS EXPENDITURE

Year	Rent Collected	Maintenance Expenditure	% Spent
	KE	KE	%
1965	29,884	3,695	12.3
1967	35,155	11,079	30.0
1969	41,738	8,079	19.0
1971	61,250	3,838	6.5
1973	65,140	9,383	13.4
1974	60,558	35,342	58.3
1975	113,233	8,570	7.6

Source: Abstracts of Accounts and Annual Budgets.

Despite the rising maintenance costs in Kenya because of increased cost of labour and materials, the maintenance figures for Thika have not taken a definite pattern. The 1967 figures were exceeded only in 1974 when major modernisation works were carried out in the estates. In 1967 the council spent 30% of the rental collected on maintenance and repair works because the council carried out external repainting in Jamhuri Phase I, and internal repainting in Jamhuri Phase I, Starehe Phase II and Ofafa Phases III to IV. The council also carried out disinfection against bedbugs in the council estates, which cost was charged to the maintenance vote. In 1974 the council spent over 50% of housing revenue on maintenance and repairs because it was during this year that individual metres for water and light were provided in the older estates. These improvements cost quite some money in addition to the normal expenditure on maintenance and repairs. It is not clear why the council does not operate a renewals fund from which such improvements would be funded instead of treating them as maintenance. In any case costs of water metres and electricity should have been charged to respective accounts since future revenue from these services will not form part of housing revenue.

However, the main reason for the generally low expenditure on

maintenance in most of the years lies in the accounting method used by the council. The Treasurer controls the vote. He only costs materials used in executing repair works. Maintenance staff in the Housing Section receive a salary as part of administration. Costing for labour is only done when the Engineer's Department carries out maintenance work in the estates like the installation of the metres in 1974. This in our opinion is misleading as it does not show true state of maintenance expenditure. All staff in the maintenance section should draw their salary from the maintenance fund.

Performance Standards for Maintenance Works

Tenants' Response

When the tenants were interviewed on their feelings of how the council maintains the estates, only 41% thought that a good job was being done, while 50% thought the council was no good. Those who thought the council was doing a bad job were more in the older estates as can be seen in Table 5D below.

The older estates share many common facilities such as toilets, baths and even kitchens. They are used by many people and are hence subject to frequent breakages which the council may not be quick in

TABLE 5D:

Estate	No. of Tenants	No. Interviewed	% Responses	
			YES	NO
Jamhuri	312	31	40%	60%
Starehe	192	20	20%	80%
Ofafa III	140	15	0	100%
Ofafa IV	400	40	50%	50%
Ziwani	114	11	40%	60%
Kimathi	105	11	40%	0%
Rental IX	152	15	100%	0
Rental XII	96	10	25%	75%
Total	1,371	142	40.6%	59.4%

attending; hence the negative response from tenants.

For instance, in 1971, the Housing Officer recognised that during the year many damages were caused to toilet basins and cisterns mainly due to the use of toilets at night when it was dark. He therefore recommended to the council that lights should be provided to the toilets and bathrooms within Jamhuri, Starehe and Ofafa Housing Estates. It was also recognised in the same year that extensive damages were caused to windows by thieves, especially in Ziwani and Kimathi Estates, and so it was recommended to the council to fix expanded metal wires on windows in Ziwani and Kimathi houses and that all housing estates should be fenced. Some of the estates were

never swept at all nor were the drains in these estates attended to. To this it was recommended that additional labour to cope with the work of cleaning communal toilets, streets, and other areas within the housing estates be hired, and that the present employees from the Cleansing Section assigned to clean the housing estates be left to work there full time rather than be assigned other duties. All those were in recognition of the fact that proper services were not being provided in the housing estates. In 1976 the Housing Officer reported that "several complaints from the tenants were received by this office that refuse was not collected in time. But this is understandable owing to the shortage of refuse collection vehicles and the recurrent breakdowns of the existing fleet". Thus it can be safely stated that the response of the tenants to the manner by which council carries out maintenance work holds some water. Their main complaints were that it takes too long to get work done and that sometimes it is not done at all. Cleansing services are sometimes unsatisfactorily provided which renders the estates to be health hazards.

Physical Condition of Estates

During the field survey we found the condition of the estates to be poor. The estate compounds were overgrown with tall grass, while the boundary hedges were

not trimmed. In some estates such as Bondeni lawns and driveways have not been provided so that there is no access to individual housing units. Thus here we observed a similar case to Kisauni Estate in Mombasa where houses stand among tall grass. When we inquired into this lack of care for the grounds, the Housing Officer said it was the responsibility of the tenants to clean their compounds. When we questioned the tenants, they thought it was not easy to organise the cutting of the grass because more than one tenant occupied a compound and quite often they do not meet. They thought it should be the duty of the council either to do the cleaning or to be more strict by requiring every compound trimmed. They observed that as any group of individuals most tenants would need to be pushed around just as they are always reminded when rents fall into arrears. It is also possible that since some tenants are single males they spend their week-ends away in the rural areas with their families and so they may not find it easy to do the cleaning unless this is made mandatory. Our view, however, was that the slackening attitude on the part of the council was the major cause of poor maintenance of the grounds. The enforcement officer does not appear to be doing his work well, for otherwise the tenants would have been on their toes to keep compounds clean. It should also have been possible to offer inducement

like in the case of Kisumu where garden competitions are organised and presents offered for the best kept plots. When, however, more tenants occupy a compound, the council should organise the cleansing and probably institute service charges.

Coupled with the existence of unkempt compounds was the existence of refuse littered in some estate roads either because some houses did not have dustbins or because the dustbins were not regularly emptied as required. The Cleansing Superintendent agreed to some tenants' allegations that they had not been supplied with dustbins for which they had paid. The council had not been able to buy enough dustbins to meet the requirements principally because the materials were not available from the suppliers, and also because their prices had risen out of proportion from what the tenants had been asked to pay. Nonetheless, the council was still making efforts to obtain the dustbins even if it will mean asking tenants to pay more for them. Their absence had a negative effect on the standard of maintenance in the housing estates. The poor performance in refuse collection has already been blamed on lack of transport and staff. The effect is poor maintenance standards in most of the council estates. Only one estate, the Rental 12 Estate which appears well maintained because tenants

have kept their compounds clean. Every house was also supplied with dustbins and there was no sign of litter on the roads. It is, however, a new estate charging highest rentals and so it is possible that the tenants are by themselves very responsible persons. Being a difficult estate to let, it is also possible that the council devotes serious attention to its maintenance to satisfy the tenants.

With respect to physical condition of the buildings the standard of maintenance was poor in most estates constructed between 1952 and 1970. Those constructed after 1974 were relatively new and so had only minor structural defects. A physical survey carried out on the housing units revealed the following defects in the various building components.

TABLE 5E. BUILDING FAILURE CHARACTERISTICS

Estates	Units Inspected	Defective Units as % of those inspected					
		Walls	Roofs	Floors	Doors	Windows	Fittings
Jamhuri	62	100	15	12	10	10	30
Starehe	38	100	30	10	10	10	50
Ofafa III	28	100	10	10	5	12	50
Ofafa IV	26	100	12	Nil	5	10	30
Ofafa V	80	100	30	10	5	5	20
Ziwani/Bon- deni	16	30	10	10	10	10	20
Kimathi VII	21	10	10	10	100	5	20
Rental IX	30	Nil	Nil	Nil	Nil	Nil	10
Rental XII	19	50	Nil	Nil	20	Nil	10

The most noticeable defect was on the walls. The older estates of Jamhuri, Starehe and Ofafa Phases III - V were constructed of hollow clay bricks, rendered both sides. Roofs are covered with tiles, while toilets and shower rooms are communally provided. The plaster work has peeled off in most blocks, while some walls have broken bricks resulting from knocks or weather agencies. The paint work is badly soiled with tennis marks or writings in charcoal. Thus in general, walls in the older estates have various assortments of defects both structural and decorative which have given rise to appearances of neglected estates. These defects could have been avoided if repainting had been regularly programmed, say every five years. During the repainting exercises plaster-work would have been replaced and broken bricks removed before new paint. Most of the estates do not appear to have been re-painted externally for about fifteen years. Lack of attention to the decorative condition of the estates had been blamed on lack of funds and shortage of staff. For instance, in his 1975 report, the Housing Officer said, "the intention of the council is to carry out painting work in every estate yearly, but this is not possible due to the fact that there are limited funds and a shortage of painters".¹ We do not prescribe to this view because

¹See Housing Officer's report for 1975, p.2

the council does not appear to be spending much money on maintenance. In most of the years it has spent less than 15% of rent collected on maintenance. It could safely spend as much as 15% without being considered as having overspent in maintenance. The question of lack of staff is not very valid because painters could be hired temporarily as required or work could be tendered out to private firms. The poor decorative state of the buildings is largely due to lack of programming on the part of the council, and also due to lack of proper care by the tenants whose children have used all sorts of colours to write on the walls as well as use them as buffer zones for playing tennis ball.

Besides the walls other structural defects occurred on the roofs where leakage as a result of broken tiles was more prevalent in the older estates than in the newer ones. Timber at the verges and fascia boards was damaged in many units and did not appear to have been repaired for a long time. These defects could be attributed to lack of inspection by the council to ascertain what defects should be put right.

The floors in some of the estates were cracking and indented due to lack of repairs. Few windows had become stuck and unable to open in the older estates as a result of moisture absorption. Few had glasses

broken. No repairs had been carried out despite repeated requests by tenants.

In Kimathi Estate, constructed in 1970, nearly all the external doors to the kitchen are damaged due to rotten timber so that they are either broken or sinking. This was a clear case of poor workmanship. When questioned about these doors the council officials agreed that the contractor had used unseasoned timber for the doors and that the matter had been filed in court for recovery of damages. In the meantime, however, no efforts have been made by the council to replace the doors. In the newest estate, Rental 12, some of the doors are sinking. The major cause of defect is that the doors are opening outwards and so are sometimes exposed to the rain which causes saturation of the timber work with resultant sinking.

Another overall defect is with the sanitary and water fittings, where the defects are greater in the older estates with communal facilities. This is largely due to intensive use of the facilities arising from overcrowding. For instance, the occupancy rate in Starehe and Jamhuri is 4 persons per room, while in Ofafa III the rate is 5 persons per room. The defects related mainly to toilets not flushing, toilet pans broken and water taps leaking. Because of the heavy human traffic the toilets appeared dirty as they were

not regularly cleaned whether by the users or the council. While the intensive use is a reason for the incidence of these defects, it is also true that the council does not carry out any regular inspections to discover damages not reported by the tenants.

The newer estates have been constructed of concrete block walls which are plastered and painted both sides. The roofs are covered with asbestos sheets. They are self-contained units with own compounds. They are on the whole under occupied because average occupancy rate per room in Rental 12 was one per person; while both Rental 9 and Kimathi Estates had an occupancy rate of two persons per room. These rates are below the acceptable maximum occupancy rate of $2\frac{1}{2}$ persons per room. The new estates did not display many structural defects apart from the doors in Kimathi and those in Rental 9 as previously described. Other defects were minor complaints mainly related to water taps and joints that were leaking. The walls in Rental 12 were found to be badly soiled at the bottom due to dropping rains. The houses did not have long overhangs beyond the wall plates. The area is also not properly drained so that sometimes the water remains stagnant at the feet of the houses. There were also cases of dirty tennis marks on the walls being acts of children.

However, the newer estates were generally in good state of repair. Their unpopularity with tenants lay more in their locations in relation to the town centre and the lack of amenities and facilities expected of a good residential estate.

5.3.6 Estate Amenities and Services

Thika's older estates were all constructed around the Community Centre where there is a Social Hall and a nursery school. There was no need for public transport to these estates as they are generally near the town. There is no library service in the whole town, and all these estates utilise the services of Thika District Hospital. And as has been mentioned earlier there are no lights in the estates except the main streets. This has been claimed to be the major cause of damages to sanitary fittings where they are communal. There are no shops in these estates as well as no recreational grounds. Thus apart from the community centre, Thika's housing estates would not be said to be particularly well provided with services. The newer estates of Kimathi, Rental 9 and Rental 12 are even worse off in the provision of amenities and services because they are further away from the Community Centre. Apart from a nursery school in Kimathi Estate, it does not have a single communal facility, yet it is about 3 kilometres from

town centre. Rental 9 and 12 are even further away as can be seen from the map shown in Figure 5.3. They are as much as 5 kilometres away from Town centre but have neither shops, transport system, health clinics, nor even nursery schools. They are thus devoid of any social, educational or recreational facilities. While Rental 9 is located near Thika on Kitui Road where one may board public transport, Rental 12 Estate is out of any public road. It has become the most unpopular estate in Thika so much so that even at the time of our survey there were 12 rental units not yet occupied. This lack of provision of the necessary facilities and services in the council's estates could be attributed to lack of understanding of the housing management principles and its role in the design and planning of housing estates. It has been stated that tenants need more than a physical envelope. This had been amply verified in Kisumu and Mombasa when the tenants gave their priorities regarding what facilities they would require, in an estate if they had been consulted during the design stage. When the tenants in Thika were also interviewed about their preferences in the choice of an estate the following results were obtained:-

TABLE 5F: TENANTS PREFERENCES IN ESTATE CHOICE

E S T A T E	Jamhuri	Starehe	Ofafa III-V	Kimathi	Rental IX	Rental XII
No. interviewed	31	20	70	11	15	10
Preferences by % interviewed	%	%	%	%	%	%
Self-contained units	100	100	100	100	100	100
Shops	100	100	100	100	100	100
Health Clinics	100	100	100	100	100	100
Nursery Schools	100	100	100	100	100	100
Public Transport	100	100	100	100	100	100
Street Lights	100	100	100	100	100	100
Social Halls	10	10	10	20	50	100
Libraries	10	0	0	0	50	25

From the above table it is evident that all the residents would wish to have self-contained units, shops, health clinics, nursery schools, public transport and street lights. Unlike in the case of Mombasa and Kisumu, Thika's residents did not consider social halls and libraries as being particularly important, except for the two new estates which are isolated from town centre. Some of the residents in these estates also thought libraries necessary to

enable them carry out their private studies for various professional examinations. Other items like recreational grounds did not feature anywhere in the tenants' lists of priorities. However, the absence of those facilities and services which tenants consider as priorities in the estates imply that tenants would not feel happy with their surroundings. When this is coupled with other aspects of bad housing management such as maintenance and repairs, the result is a depressed group of tenants who will grudgingly pay their rents, as well as not care to look after the premises.

It was also the feeling of most tenants in Thika that they are far removed from community life so that they have no idea who their neighbours were. Thus there were very positive responses when they were questioned about the need to form estate committees. There was the case of Rental 12 where the tenants had voluntarily formed themselves into groups of tens to employ security guards at night. It was also further learnt from the Housing Officer that he had suggested to the council the need to encourage the formation of committees in the various estates, but the suggestion was not accepted and no reasons were given for non-acceptance by the council. It is considered here that formation of tenants groups in the estates helps contribute to improvement in their welfare.

CHAPTER VI

POLICY IMPLICATIONS

6.1 INTRODUCTION

The last three chapters have detailed existing housing management practices in the study areas of Mombasa, Kisumu and Thika Municipal Councils. From the analysis it was noted that in some instances the management practices are poor with resulting poor services in the housing estates. These deficiencies arise from a number of causes, and the consequences do not positively contribute to Kenya's long term objective of providing every household with a healthy living environment. It is not being suggested here, however, that the local authorities are necessarily the most inefficient institutions in comparison to other public or private housing institutions. What needs to be appreciated is that these authorities are the agents of the government through which the bulk of public funds are spent for provision of housing. Thus unlike other institutions which may provide housing from their own resources, the local authorities are apt to face greater public criticism when their standards of management are somewhat deficient.

This chapter is now going to lay down strategies and policies which could help solve identified problems.

The main strategy proposed here is that of "unification" and "standardisation" of housing management functions. Because these functions must be carried out within the framework of national housing policy and development, the proposals will have to be realistic and in proportion to the expectations of the councils and the nation as a whole. The strategies are not meant for the three study areas only; the strategies proposed can be applied to other local authorities including the town, urban and county councils. Indeed, they would also be applicable to other housing institutions in the country such as housing co-operatives, property development companies, and government pool and institutional housing projects.

6.2 Goals and Objectives

The importance which the government attaches to provision of housing was discussed in Chapter II. The local authorities were described as the agents through which the implementation programmes for the provision of public housing in the urban areas is executed. Thus their role in the management of the houses so provided should reflect the national aspirations for which the houses have been provided. The management should be expected therefore not only to maintain the economic value of the houses for half a century or so - but an equally important goal - to provide the

services that would promote the well-being of the individual residents and their families. Welfare of the tenants may remain a vague term with varying scope in each council; however, it should be accepted that it cannot be separated from general housing management work.

With the above roles in mind, the future general housing policy envisages an improvement in the housing management service, a greater use of modern housing management techniques, and an expansion in total employment in carrying out housing management functions. This general policy may be further broken down into the following goals and objectives.

- 1) To define and describe the scope of housing management service in the local authorities;
- 2) to define the performance criteria and the necessary forms of management control for the attainment of set standards;
- 3) to identify and formulate a suitable organisation model together with the necessary quality of staff that would carry out the above functions;

- 4) to identify and suggest establishment of training facilities within and without the councils, and to provide opportunities for various levels of housing staff to enable them gain the necessary skills and improve their performance in the execution of their duties;

- 5) to educate the community in general and the tenants in particular on matters related to housing management service, and to solicit their participation where appropriate for the good of all concerned.

6.3 Housing Management Problems Identified

The background studies and the analysis contained in the succeeding chapters have revealed that there is a diversity of problems in the management of local authority housing estates. To structure the discussion, however, the problems will be grouped and considered under three subject areas namely, management systems, management indicators, and design attributes of the estates and dwellings. There is no significance in the order in which these subject areas are discussed below. The relative importance of their contribution to management problems would be difficult to discern because they interact together in a

complicated fashion and their individual effects are cumulative and interdependent.

6.3.1 Management Systems

The first problem identified under this subject is the fragmentation of housing management functions into various administrative departments. In Kisumu the functions are executed by five different departments, while the supervision and policy formulation is the responsibility of all the three committees of the council. In Thika and Mombasa four departments are in each case involved in carrying out housing management functions, while all the committees and a number of sub-committees are in varying capacities responsible for the policy formulation and the supervision of housing management functions, according to which department falls under the supervision of each committee. There are poor interconnections in terms of staff responsibility whether in the execution of housing management functions or between those functions and other tasks related to housing development. In all the three councils housing sections did not take part either in the assessment of need and demand for housing, nor were they consulted when rentals for various units were being fixed. Similarly, social welfare sections are ignored during the design stage for new estates with the result that houses have been

provided without the necessary amenities and facilities necessary for tenants. Lack of co-ordination also featured prominently in the execution of maintenance works where the housing sections in Mombasa and Kisumu have neither the control over the manner in which work is carried out nor how much is spent in maintaining the estates. This is despite the fact that according to the respective councils they are in charge of the management of the council estates. They are also not included in the sub-committees that carry out the allocation of the housing units when they are better placed to advise on suitability of tenants. They are expected to deal with tenants whom they did not select.

The solution to this problem of fragmentation of housing management functions and the resulting lack of co-ordination lies in the proper definition of the scope of housing management functions and the re-organisation of the execution of the functions to fall under a single department as will be discussed in section 6.4 of this chapter. The second problem identified arises from the relationship between elected councillors and officers of the council. The dual role of councillors as policy makers as well as supervisors of the officers in the execution of their duties does not in practice give much delegated

responsibility to the technical officers to carry out housing management functions and related activities effectively. Officers fear to criticise policies of the council lest they be resented, misunderstood, ignored or even risk termination of their services. The councillors, for instance, ignored the advice of the Director of Social Services and Housing in allocating houses in Likoni Estate in Mombasa in 1975 by insisting that every applicant should be balloted. Former Town Clerk of Nairobi City Council, who is now Kenya's ambassador in New York could only criticise the councillors and other officers of the council after resigning from his job in November, 1976. He accused the councillors of running huge debts with the council which they refused to pay and of using their positions to acquire properties and business in the city. He castigated some officers of colluding with councillors in their corruption, and warned that unless the whole situation was rectified, the city was heading for bankruptcy and worse.¹ The councillors determine who should be employed and in the process may take into account considerations other than qualifications and expertise with the result that employees at times may be unable to make reasonable decisions. The solution to this problem lies in

¹City Council Housing as messy as ever. The Weekly Review, November 1976.

correct understanding of each other's role, and in giving security of service to the council officials through appointments by an independent body as discussed in section 6.4.5 to this chapter. The third problem identified under this section is the variations between the councils in the establishment of housing sections in terms of levels and numbers of posts in these places. The variations are in no way related to population size, number of housing units or administrative status of the councils. Whether the council has a housing section as in the cases of Mombasa and Thika or without a housing section as in the case of Kisumu, the staffing position was in all cases unsatisfactory with a low staff ratio to housing units, averaging 1:1000. The overall result was poor performance in housing management.

The unsatisfactory performance may not be blamed on staff ratios only; a consideration has to be made of their qualifications to perform the jobs delegated to them. In all the cases above, however, none of the staff employed in the housing sections have a professional qualification or any form of training specifically related to housing. At the same time there is no effort on the part of the councils to provide any training in this direction. There is no item on the expenditure side of housing accounts indicating any

sum of money set aside for training.

Although the unsatisfactory staffing position in the housing sections may be blamed on the lack of suitably qualified staff on the labour market in the country as a whole, this situation has arisen more because of a general absence of any tradition of training for housing work. The local authorities have lacked an appreciation of the importance of housing work so that even with present growth in responsibilities of housing management service there has been no incentive to recruit people of the right potential or attitude. Therefore when the Ministry of Housing in 1969 tried to organise a housing management course for the staff of local authorities at Kabete, there was no response from them to sponsor students, and the whole idea was dropped.¹ In 1971 the whole idea was rejuvenated following a conference of heads of Social Services and Housing departments of local authorities held in Nairobi. A resolution was passed requesting Nairobi City Council's Director to organise a Housing Estate Management course for existing staff of local authorities, either at Kenya Institute of Administration at Kabete or at the Adult Studies Centre at Kikuyu.² This course was however not mounted either

¹See Letter Ref. No. H43/109 from Chief Estates Officer at Appendix P.

²See Letter Ref. No. HOU/431/114 from Chief Estates Officer at Appendix Q.

due to difficulty in organisation or laxity on the part of the local authorities. To avoid future failures, training for housing management work is proposed in section 6.4.2 on a national level so that all housing authorities, including the local authorities should have a common source of manpower for various levels of responsibility.

The fourth problem identified in the local authorities' management systems is the failure to involve tenants wholly or partially in the management of their housing estates. The surveys showed a credible willingness on the part of tenants to participate in the running of their own estates, but there had been no evidence of the authorities devising a system in which the tenants could become involved. This has resulted in a state of remoteness between tenants and the local authorities as landlords to such an extent that tenants merely wait for services and are not interested in reducing management problems to the councils. It is considered that as part of administrative re-organisation of the housing departments, the envisaged decentralisation of certain functions to individual estates level will enhance the participation of the tenants in the management of their respective estates.

The above four problems concerned with the systems of management in the councils have been made worse by the absence of proper management indicators against which the councils would gauge their performances.

The various aspects for which standards of measurement for performance are considered necessary are discussed below.

6.3.2 Management Indicators

Management indicators have been described in Chapter I to mean well defined specific standards that would act as barometers to gauge the levels of performance of various housing management functions. Problems identified in this area are basically twofold. The first problem relates to lack of definition of the scope of work involved in certain housing management responsibilities. The second problem refers to the absence of performance criteria that would enable various members of staff to set their standards. These problems whose causes may be found within the councils as well as the central government, have led to significant variations in the manner in which councils carry out their housing management responsibilities. Lack of sufficiently qualified staff mentioned in the previous section has meant that the councils do not have the personnel with the confidence and competence to set standards and see them through. The apparent

lack of appreciation about the significance of housing management service by the central government may have led the relevant ministries to be less enthusiastic about setting up specific standards to be attained, and overseeing that they are attained.

The local authorities do not, for instance, appear to know what items of expenditure should be included under maintenance and repairs. Thus in 1967 the cost of disinfestation against bedbugs in 1400 housing units was regarded as maintenance expenditure and in 1974 the costs of providing individual water and electricity meters to some older housing estates were treated as maintenance expenditures in Thika. In some councils cleansing services carried out by the Public Health Department are considered part of the maintenance costs, while other councils budget for these services separately. The result of these disparities is the variation in sums spent on maintenance and repairs which varied from 12.6% of the total rental collection in Mombasa in 1974 and 16.6% in Kisumu to 58.3% in Thika in the same year. This discrepancy in the definition of scope of work regarding various management functions was also clear in the case of social welfare work that ought to be carried out in the housing estates. For instance, it is not clear whether the council should mediate in the quarrels

between neighbouring tenants or leave such matters to the police and the law courts. It is also not clear how far the social worker should be involved in the investigations regarding the applicants seeking council housing. The majority of the councils have interpreted social welfare work to mean community development work in the peri-urban areas of the towns, while ignoring welfare of the council tenants. It is proposed to resolve the uncertainties in the scope of housing management work first through a system of training for housing work as discussed in section 6.4.2 below, and secondly by an appropriate definition and set criteria for measuring levels of performance of housing management work as discussed in sections 6.4.1 and 6.4.3 below.

Besides lack of definition of scope, specific yardsticks against which to measure performance was found in most cases to be lacking in the management of local authority housing estates. Certain cost items such as maintenance expenditure and insurance expenditure have been based on initial costs of construction of the housing units with no clauses for variations when capital costs of the properties appreciate or when the respective expenditure levels increase. Thus while maintenance expenditure is based on 2% of the initial construction cost, while

insurance is based on KSh.3/- for every KShs: 2000/- of initial construction cost, the councils are unable to know what figures to set aside when the buildings are, say, ten years old. These figures are also recommended without any regard to the expected income from the property from which all expenditures should be paid. It is therefore not possible for the councils to know whether their expenditures are high or low. When related to income, some of the expenditures on maintenance have been very high. In 1967 Thika spent 30% of its rent on maintenance and in 1974 the figure was 58.3%. Mombasa spent 35% in 1968 and only 12.6% in 1974. Insurance figures though low have also varied considerably from 0.3% in Mombasa and 0.5% in Thika to 1.25% of the rents collected in Kisumu. On average Nairobi has spent 17% of its rental income on repairs and 0.85% on insurance. Suitable relationship between income and these expenditures will be discussed under section 6.4.3 when housing management criteria will be considered. All the three councils under study did not set down any guidelines as to how regularly a given aspect of maintenance should be carried out. In all cases they waited for reported breakdowns to be made good. This and many other problems will be resolved when proposals are made for future management actions.

6.3.3 Design and Construction Attributes

Surveys carried out in all the three councils revealed that the older housing estates, particularly in Mombasa and Thika had greater management problems than the relatively more modern estates of Kisumu. The older estates were designed in single rooms with communal water and sanitary facilities. They remain the cheapest rental estates. They have therefore become overcrowded and subject to intensive use which has resulted in a great number of breakages. The modern units are provided with their own water and sanitary facilities and are occupied in more than one room. There is greater care by occupants who are responsible for internal repairs.

The materials used in the older estates included hollow clay bricks and window shutters. All these are vulnerable to damages through misuse or weather agencies. Several walls have knocks, while several windows in Mombasa can no longer open. Even in the more modern estates certain materials have been identified as unsuitable for certain climatic conditions. The use of tar oil in roof joints at Mombasa and Kisumu has led to leakages at the chimneys due to rapid deterioration of these materials under the high temperatures in the two towns. The use of painted external walls in public estates has been found unsuitable. For

instance, in Mombasa the high atmospheric salinity causes damage to paintwork which calls for frequent repainting to keep the external decoration in good state. Elsewhere decorated walls have been found dirty through writings by children and dirty marks by tennis balls when children are playing.

Sometimes contractors have used poor materials such as unseasoned timber used in constructing doors in Kimathi Estate in Thika which resulted in heavy damage to the doors.

Problems related to design and construction attributes could be solved through proper training for housing management work so that housing officials would participate in the design of a housing estate. They should also be able to carry out research as suggested in section 6.4.1 below on user-reaction regarding various designs and material performance in the various estates that would be used to guide future estate developments in the various councils. Section 6.4.3 will suggest necessary precautions against bad workmanship.

6.4 Future Housing Management Actions

The proposals for future housing management actions will be based on a programme of unification and

This current official view of what constitutes housing management is far too restricted to lead to any meaningful management organisation with the result that these functions are performed on an ad-hoc-basis by various departments. In any case, eviction of tenants is not a housing management function per se but a control measure against loss of revenue.

Housing management is in practice a broad field which includes planning and building of houses, the selection of tenants, the fixing and collection of rents, the maintenance of the estates and the repair of houses together with the responsibility for the welfare of tenants.

The Ministry of Housing and Social Services does not appear to regard welfare as being part of housing service, and is therefore not concerned about the manner in which welfare services are provided. In the case of the councils above, welfare seemed to concentrate on community development in the peri-urban areas, and with no attention paid to the tenants in the housing estates. What needs to be emphasized here is that welfare has a direct bearing on the relationship between the tenants and the council as the landlord. Where tenants are convinced that the council is concerned about their welfare, they are apt to remain good tenants. A feeling of

neglect leads them to become difficult tenants. The sort of welfare services that would be appropriate in a given housing estate include some of the following functions:

- a) The provision and development of social facilities and amenities that are needed for the day-to-day use of the residents such as club rooms, nursery schools, health clinics and playgrounds.
- b) Liaising with voluntary agencies such as Maendeleo ya Wanawake, and central government agencies such as Social Services Department of the Ministry of Social Services and Housing to undertake various programmes aimed at improving the social conditions of the residents. These programmes would include adult education, national library services, sports, day-care-centres, and youth development programmes.
- c) Advising and assisting residents to set up welfare groups that would enable them assess their own problems, formulate their own objectives and set priorities and goals towards achievement of their

own welfare.

- d) Undertaking casework during the process of selecting future tenants, and eventually in dealing with personal problems of individual tenants. Ideally this is the field of a trained social worker who could be employed in the housing section or be seconded to the housing section from another department.

All the above welfare services should be seen as being very important to the council's tenants and should not be separated from housing management. They improve the quality of the tenants.

The narrow interpretation of housing management work has led the councils to exclude many more aspects of housing work. Thus the important aspects of management such as advising on the design and layout of new housing estates from the housing management and social points of view are ignored. The designers therefore produce what may not necessarily suit the needs of the tenants, while at the same time causing problems to management. In good practice, it should be the duty of the housing staff to compile a report on what tenants' likes and dislikes are

about a given design or what materials are less suitable from the maintenance point of view or what community facilities may be needed in a given estate. These pieces of information if passed on to the design team should avoid provision of unsuitable estates such as Kisauni and Likoni in Mombasa or Rental 12 in Thika. While personal experience of the housing staff will enable them advise on the above housing design aspects, they should use the same experience to enable the council to carry out a proper assessment of housing need and demand. The housing staff should have a more realistic picture of what type of persons usually come up to apply for council housing. Where proper data and information is collected, this advice should be invaluable to the housing designers as well as in the calculation of what rents should be charged. But what obtains at the moment is that assessment of need and demand is carried out by staff not concerned with housing management. The results of this have been seen in Mombasa and Thika where houses stayed for months without being occupied. This results in loss of revenue to the councils, and should be avoided in the future.

The Institute of Housing Management in Britain considers the scope of housing management to include research, advice and administration in the various fields

connected with housing developments and their use. Housing management should research and advise not only about housing design or use of suitable materials, but on all aspects of housing service. A housing section should, for instance, carry out research that would enable it advise the council on best methods of selecting tenants, rental assessment and collection, maintenance and repair programmes, and the various aspects of tenant welfare. In this way, housing management would play a more distinct and effective role rather than merely administer work based on traditional procedures without due regard to changing technology and human attitudes.

In the light of the foregoing discussions it is now proposed to define the scope of housing management for the future to include the research, advice and administration of the local authority housing estates in the following manner:

- a) To carry out research required to assess housing need and demand in the local authority and pass such information to the team of officers concerned with the planning of housing programmes. Such information should include requirements for all groups, including special groups such as the physically handicapped and the aged where such provision is the responsibility of the council.

- b) To carry out research on user-reaction and material performance in the various council estates and to make such information available for briefing architects in the design of future estates. Such briefs should include advice on all types and mix of dwellings, the social, maintenance and administration aspects of layout and design, taking into account community requirements and preferences.

- c) To organise, control and manage the council's rental housing estates through:
 - i) Maintenance of application records and advising on suitable methods of allocating housing accommodation;

 - ii) Arranging for tenancies and allocation of tenants selected in accordance with the council's regulations to specific properties, whether new or in respect of transfers and exchanges;

 - iii) ,creation of a satisfactory communication system with the tenants so as to ensure adequate observance of tenancy agreements, and prompt handling of tenants' complaints;

 - iv) organising the administration and execution of maintenance and repairs to council's housing estates, and the necessary improvement schemes;

- v) organising and administering the arrangements for collecting rents calculated in accordance with the council's policies, and the recovery of arrears and possession;

- d) To carry out research and advise on best methods of providing housing welfare to the council's tenants. Such advice should include ways of liaising with voluntary agencies concerned with social services, and suggestions for internal arrangements that would foster participation in such matters by tenants and other interested parties.

The above approach to housing management will call for a change in the attitudes and policies of local authorities. It will mean moving away from a judgement of housing performance which relies solely on counting the number of dwellings built and the number of tenancies allocated. Housing provision will have to be based on accurate and detailed assessments of housing requirements so as to achieve the best economical use of public resources. It will mean that physical provision of housing is necessary but not itself sufficient without a well thought out environmental philosophy that would promote the welfare of the tenants and their families. It will mean that the councils have to employ more staff with appropriate educational and professional backgrounds

to avoid leaving the service in the hands of amateurs. The councils will have to encourage the provision of comprehensive training schemes within their establishments for future new entrants to the housing service.

6.4.2 Training for Housing Management

The purpose of training in any organisation is to improve the skills of the staff so that they can do their jobs more effectively and also to develop their potential and fit them to carry out more responsible work. Thus in the case of housing management, better trained and better qualified staff should help to ensure that tenants receive an efficient and humane housing service. Lack of appropriately qualified staff has been identified in this study as one cause for the poor implementation of housing management in the local authorities. This state of affairs will even become more deplorable, particularly in view of the new demands on the future scope of housing management where it will no longer just be a question of letting houses, collecting rents and doing repairs. Housing management will in the future be expected to include research in assessing housing needs and demand, advice in housing matters and welfare functions. Several reasons have been discussed as contributing to lack of staff in the local authorities. One pertinent reason which calls for attention here is the

low priority and neglect which both the central government and the local authorities had accorded to housing management service to the extent that there is a complete absence of requisite manpower in the market. Thus faced with a choice of recruiting non-qualified staff, it becomes even more difficult to get staff trained on the job.

The question of who is a qualified housing management staff may have several interpretations. For purposes of this study, however, the recommendations made by the Scottish Housing Advisory Committee in 1967 would serve as a basis.¹ The most important recommendations were that:

- 1) The officer in charge of the housing department and an appropriate number of his supporting staff should hold professional qualifications in housing management.

- 2) Junior housing staff must be required to obtain professional qualifications if they hope for promotion to senior posts.

¹Frederick C. Marks. Housing Management Training. Housing Monthly Journal, November 1977, p.7.

- 3) The head of the housing department should be a Chief Officer of senior status.

The professional qualifications envisaged by the Committee was the successful completion of all the parts of examinations for the Diploma in Housing Management, set by the Institute of Housing in Britain. The entry requirements for this examination today are passes in at least five different GCE subjects of which two must be at advanced level. The candidate must be employed wholly or mainly on satisfactory housing duties. The examination subjects are as shown below:

S Y L L A B U S S T R U C T U R E

FOR THE PROFESSIONAL QUALIFICATION OF THE INSTITUTE OF HOUSING

Part I	Part II	Final
Housing I	Housing II	Housing III
Social Structure and social change	Social Policy and Administration	OPTIONAL SUBJECT Urban Sociology, Building Technology or Housing Research
Housing Finance	Management Studies I and a Block course (non-examinable)	Management Studies II
Building Technology I	Building Technology II	Planning and Development
Legal Studies I	Legal Studies II	Legal Studies III
P R O J E C T On a problem in Housing with an inter-disciplinary approach (approx. 5,000 words).		

On the basis of the above requirements, a survey carried out in Scotland in 1975 showed that there were only 97 trained and qualified housing managers against a requirement of 350, so that there was one qualified person for every 14,500 houses owned by the local authorities.¹

The report did not, of course, state what would be the ideal relationship between housing units and a qualified manager but what seems evident is that each local authority should employ a qualified manager. Another factor which seems to have been overlooked in the report is that it is not necessary for all junior staff such as counter clerks, rent collectors or maintenance superintendents to be fully qualified. What is important is that they should be appropriately trained so that they can perform their duties efficiently. At least all the housing staff should know the powers of the council, i.e. what it can and cannot do; council policies² in relation to house letting; maintenance and repairs; the responsibility of the landlord and the tenant and why; what is the relationship between the housing and other council departments; and where any particular job fits into the overall picture ; what the detailed procedures for a job are and why the various forms and clerical procedures are important. This training may be carried out within the council or it may be organised as a sub-professional course

¹Ibid

at an appropriate institution for a number of councils.

A different approach to the training of housing staff from the one recommended in Scotland is that currently taking place in Canada and U.S.A. In Canada a survey carried out in 1973 revealed that 68% of the managers had no post secondary education and 39% had not completed high school.¹ It was considered that given the type of manager involved, some would not be sympathetic to the social problems of their tenants and that there was a considerable need to professionalise housing management. Accordingly, in 1974 the National Housing Act was amended to allow financial support for training through the Central Mortgage Housing Corporation.² This corporation conducts education and training for housing work in Canada through short course programmes and housing management workshops. The short courses are organised in Universities and colleges. The content of the course is directed at improving individual's performance and

¹ S. Goodrich and M. Brion. Training for Housing Work in Canada and U.S.A. Housing Review. Journal of Housing Trust Centre, Britain, May-June 1977, p.61.

² Central Mortgages Housing Corporation (CMHC) is a crown agency responsible to Parliament through the Minister of State for Urban Affairs for the development of public or social housing. It was established in 1945, and between 1946 and 1975 it had been responsible for development of 327,000 housing units.

their existing abilities to enable them to plan and organise their work effectively. The courses cover housing policy issues, inter-personal relations, legal, financial and administrative aspects of housing organisations. Great emphasis is placed on problem oriented training, getting students to learn as they do rather than just being lectured.

Workshops are also run in colleges and universities by bringing together managers from various social housing sectors so that experiences can be shared and information exchanged.

In the U.S.A. only less than 2% of the total housing stock is public and this is for the very low income groups.¹ Interest in education and training of staff to manage these public housing units started only recently. In early 1974, H. R. Crawford, Assistant Secretary for Housing Management in the Department of Housing and Urban Development following a response to increasing criticism as to the standards of management of public projects, issued a memorandum calling for specialised training and personal commitment of public housing managers, characteristic of a profession.²

The Department of Housing and Urban Development has since then offered financial assistance to a number of organisations in the private and public housing sectors to

¹S. Goodrich and M. Brian Op Cit, p.61

²Ibid, p.61.

develop certificate courses for on-site housing managers and assistant housing managers. The National Centre for Housing Management for instance offers two basic certificate courses, one dealing with the management of multi-family units, the other with the elderly. There is a conversion course for managers requiring both skills, however. Private organisations offering certificate courses include the National Association and the Institute of Real Estate Managers. Most of the courses are very short and rely on intensive injection of both knowledge and skills to the participants, but firmly grounded to practical problem solving situations.

In addition to these certificate courses, colleges and universities are developing housing and housing related programmes in order to meet expanding needs of housing managers. At some universities, degrees in housing or options in housing are now available.

Comparing the practice in Canada and U.S.A. with that in Britain, there are some lessons which should be relevant to Kenya. The entry requirements for housing training in Britain are high being university entrance requirements. The course is organised on part-time basis so that it takes long to complete. Thus housing training must compete for students with

other professions so that it must be lucrative enough in terms of career development to attract candidates with the right calibre and attitude. There are no sub-professional courses for the lower cadres. The overall effect is that despite the longer tradition of professionalism in Great Britain, there is still a very small number of qualified staff in comparison to the large capital investment in housing. Canada and the U.S.A. although have made the start only recently, they have a more pragmatic approach than Britain. The courses are in the first instance organised through the instigation of government organisations which provide financial assistance. The courses are usually short and require no basic qualifications other than sponsorship by the employer and at least one year's work experience in housing. In Canada, the CMHC also ensures that evaluation is carried out about the courses offered through use of post-course questionnaires asking participants about their opinions as to contents of the course, teaching methods used and the time period over which the course was run.

However, a major drawback in the Canadian and American approach is that the courses are intended for those who are already in the managerial cadre without due attention to the training of the junior staff. This ignores the importance of the front line troops such

as the rent collector or the maintenance man who comes face to face with the public. They need to be trained in dealing with the public, interviewing techniques and housing welfare. It is on them that the successful operation of any housing department depends. The second drawback of the approach is the presence of many institutions and organisations that conduct training. Unless the course programme is nationally controlled or the examinations are set by one body like the case of Britain, lack of co-ordination may not only lead to dissipation of resources but also to variations in professional standards for housing management.

The training for housing management in Kenya should be tailored to avoid the weaknesses identified in the above countries. The first step should be to identify the overall need for every cadre of housing staff so that both managers and clerks are trained. There is also need to set a central body for the whole country that would co-ordinate training and ensure that appropriate standards are achieved during the courses.

Recommendations

It is proposed here that there should be three levels of training for the housing staff in Kenya. The first cadre should be the professional level for managers. It should be realised here that housing management

closely works with a number of professions such as architecture, planning, welfare, law and finance. Thus a housing manager must be a well qualified officer with similar high professional standards as the other groups with whom he works as a team. The subjects covered will also be many. They will include building technology, legal studies, economics, town planning, housing finance and accounts, principles of management, sociology, maintenance and repairs of buildings, and statistics. These subjects should be taught at degree level in a University so that the source of housing managers in Kenya should be university graduates. This is a departure from the training in Britain where the course is attended by apprentices from various offices with an emphasis on "how to do" the work rather than "why it is done". A course at university level will also equip the managers with a proper orientation to carrying out own research, particularly with a knowledge of statistics. This is essential since the future scope of housing management work involves research.

The teaching of such a course in Kenya today would not be difficult because there already exists at the University of Nairobi a B.A. Land Economics degree course which covers many of the subjects necessary for housing management work. What needs to be done is to make housing management an option in the final

year so that the students cover subjects on sociology, housing finance and accounts, principles of management, and project work. The exact number to be trained every year should be worked out between a co-ordinating body and the University of Nairobi, based on a manpower survey amongst public and private housing authorities. The initial aim should however be to provide each of the 79 local authorities with a qualified housing manager within five years. The alternative would be to design a postgraduate diploma or degree course for people with qualifications in related disciplines to housing development and who have had some experience in housing management. Besides the training at the university there should be sub-professional courses that would prepare trainees for the supervisory and clerical duties. For instance, the estate supervisors, maintenance superintendents, rent officers and welfare officers require some training in housing. Such a course should admit persons already employed by housing authorities and should last one or two years according to the previous training and backgrounds of the trainees. Subjects such as sociology, law, principles of management and statistics which may be necessary for the day-to-day working of the supervisory staff should be included. It is, however, assumed here that in appointing persons to work in various sections of a housing

department their previous training in the relevant fields will have been the criterion. Thus, for instance, a maintenance superintendent should hold a diploma in building and civil engineering, while the rent officer should have some qualifications in accounts. The purpose of housing training should therefore be mainly aimed at enabling the trainees to understand and appreciate how the workings of their own sections are related to the housing work as a whole. This course which should be attended by all the existing senior housing staff in the local authorities should be organised at any appropriate school such as an Institute of Technology, Kenya Institute of Administration or the Housing Research and Development Unit at the University of Nairobi.

The last course recommended for the housing work is a certificate course lasting about six months for all the clerical staff. The course should generally cover the responsibilities of housing authorities in national housing policy, tenant selection policy, relationship between landlord and tenants, housing welfare etc. Such courses could also be organised in the form of seminars or workshops, and the trainees should be expected to pass certain tests. When there are enough trained staff in each housing authority such courses could be organised within each authority.

The second major recommendation is that the Housing Act should be amended to set up a body responsible for training in housing work that would co-ordinate the whole training programme. The amendment to the Act should include a training levy requiring all housing authorities with say, more than 100 housing units to pay a given sum per unit towards the cost of training, say 10% of the rental value.

This would be something similar to the levy collected under the Hotels and Restaurants Act whereby all catering establishments pay a training levy of 2% on the sale of food and drinks. A similar scheme is being operated under the Industrial Training Act. The hotels and restaurants do not incur any additional expenses during the periods that their employees are undergoing training. The system would be adopted in training personnel for housing work, and the necessary training levy would be included in rental calculations. In the case of Hotels and Restaurants Act, a body of trustees has been created to collect the levy and run established training institutions.

The training scheme should be organised under the auspices of a body responsible to the Ministry of Housing and Social Services to take the form of

- 1) Degree level or postgraduate level certificate for housing managers.
- 2) Medium or Diploma level certificates for supervisors.
- 3) Basic level certificates for clerical grades and other junior supervisory staff such as charge hands.

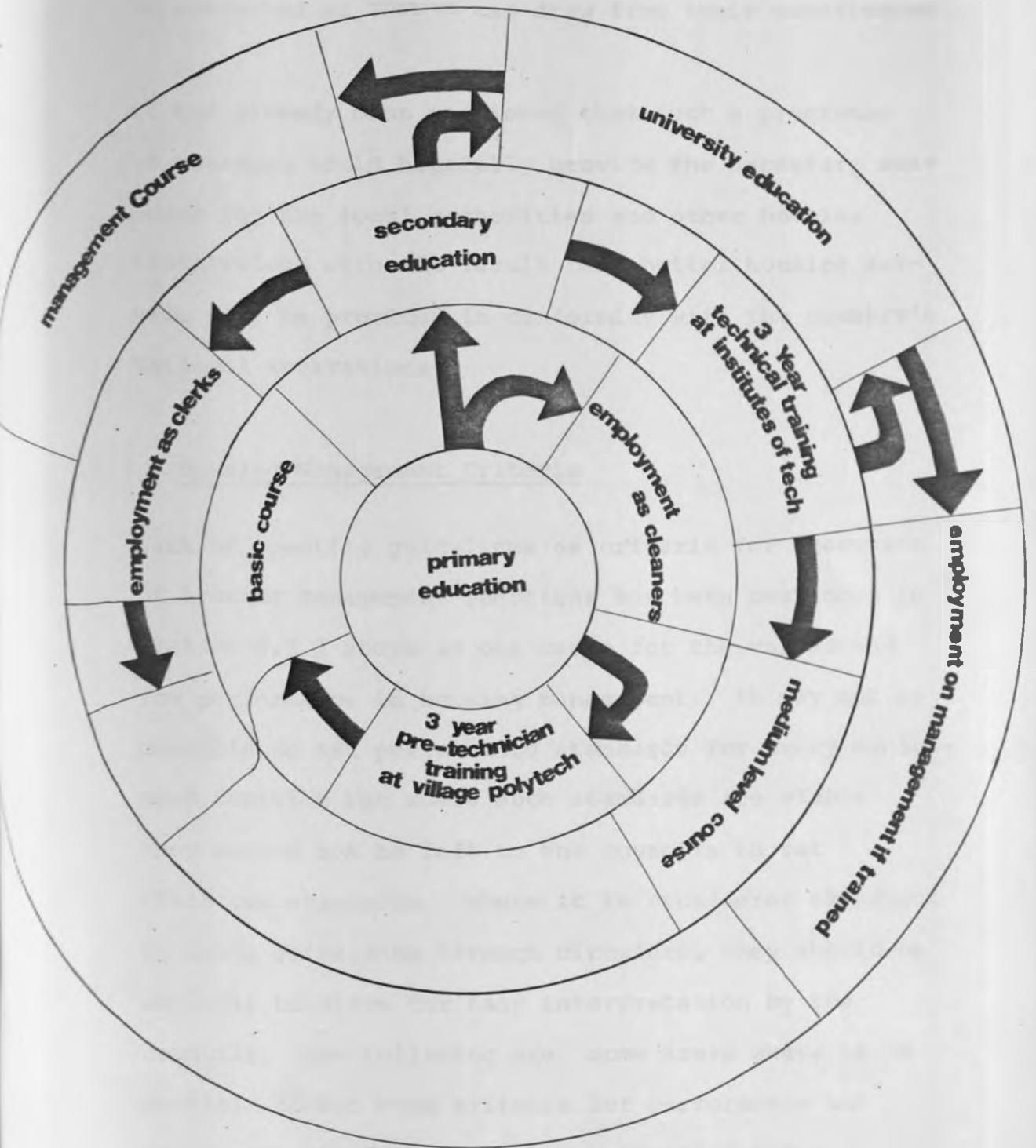
The degree and postgraduate courses should be organised at the University of Nairobi, while the medium and basic level courses should be organised in any appropriate institutions such as the Kenya Polytechnic or Kenya Institute of Administration. All students in each case should be sponsored with finances from a training levy and government grants. The numbers to be trained at each level should be worked out on current and future requirements so that there is a housing manager for each housing authority that owns 1500 properties and above. There should be a supervisory staff such as a maintenance superintendent for every 500 properties, while there should be a caretaker and a maintenance man such as a plumber or a mason for every 300 properties. Provided that most of the technical staff will be drawn from those trained in their own fields such as village polytechnics and Harambee Institutes of

Technology that train plumbers, electricians and carpenters. With their backgrounds they will then be sent for housing management course programmes.

It is recommended that all the staff currently holding responsible positions in housing sections should all attend medium level certificate courses lasting one year, while all the others should go for basic level certificate courses. It is suggested that these recommendations should form part of the housing policy during Kenya's development plan period for 1979 to 1983. After the next five years a review should be made to monitor the progress made in the training field. The chart below relates training for housing work with the general level of education system in the country as a whole since this training programme has to compete with other professions for prospective trainees.

As for teaching personnel, there is ample manpower in the country since the subjects covered draw on a number of disciplines. The University of Nairobi is already equipped with the necessary teaching staff in most of the subject areas. What needs to be done is for the Department of Land Development, the Housing Research and Development Unit and the Ministry of Housing and Social Services to form a joint committee that would draw up detailed syllabi for each level of

PROPOSED TRAINING SCHEME FOR HOUSING MANAGEMENT WORK



training. The British and the Americans should both be consulted so that we can draw from their experiences.

It has already been mentioned that such a programme of training would hopefully provide the necessary manpower for the local authorities and other housing institutions with the result that better housing service will be provided in conformity with the country's national aspirations.

6.4.3 Housing Management Criteria

Lack of specific guidelines as criteria for execution of housing management functions has been mentioned in section 6.3.1 above as one cause for the varied and low performance in housing management. It may not be possible to set performance standards for every management function but where such standards are viable they should not be left to the councils to set their own standards. Where it is considered expedient to issue guidelines through circulars, they should be explicit to allow for easy interpretation by the councils. The following are some areas where it is possible to set some criteria for performance but where such standards have been absent in Kenya.

Housing Accounts

The Ministry of Local Government in a circular No.51/70

of 29th October, 1970 directed all councils to adopt a uniform method of rental calculation based on loan repayment charges and estimated running expenses for each house. Running expenses such as costs of repair and insurance were based on initial capital costs.

These figures become difficult to arrive at once a building gets old. As discussed in Chapter I it should be easy for the councils to have these expenses related to rents collected so that costs of repairs should equal to 15% of rent for each unit, while costs of insurance should represent 1½% of unit rental. All costs should be related to rents in this manner.¹ This would not only provide easy means of calculation but would also provide easy means of budgetary control of expenditure. Fixed items such as loan repayments and ground rent do not change and therefore need not be related to rental collection. Where empirical evidence shows that the set percentages are not sufficient to cover the expenses, they can be raised upwards accordingly.

An alternative method of rental calculation would be to relate the rents to the market rents for similar

¹For instance, in 1974 all municipalities and councils in Kenya spent 15.2% of the total rental collection on maintenance and repairs, 0.82% on insurance and 33% on loan charge. Administration costs and bad debts should represent 10.7% as per circular No.51/70 above.

properties. Having obtained rents in this manner, it would then be a matter of policy as to whether each tenant should pay the whole rent or only a proportion of it. Whatever figure arrived at would be the rental from which the given loan repayment charges would be deducted, and each running expense related to it percentagewise from known comparables. When rents are revised upwards the allocation for the expenses will increase in amount, though not necessarily percentagewise. Where amounts reserved do not suffice then percentages would be appropriately increased.

In another circular No. 17/73 of April, 1973 the Ministry of Local Government directed all councils to "open a separate account wherein they should pay in all rents and tenant purchase repayments in respect of houses constructed from funds obtained from the National Housing Corporation". Loan charges were expected to be paid from this account but no further guidance was given on the operation of this account. Accordingly some councils have accumulated surpluses on this account while others have run it down.

In other countries such as Britain for instance, it is a requirement that such an account should have credit balance at the close of each financial year. Although the biggest item of revenue in such an

account consists of rents, the items of expenditure include the annual cost of (i) the provision of dwellings i.e. loan charges which the local authority is liable to pay for sums of money borrowed for the provision of housing accommodation; (ii) maintaining and managing the dwellings provided; (iii) services or amenities provided exclusively for council tenants.¹ While loan charges is an obvious item for the councils in Kenya, there is uncertainty as to what the other costs involve. For purposes of clarity, the following costs should form items of expenditure on the above account besides loan charges.:

- a) Salaries of staff in the housing department, expenses incurred by those hired to carry out housing management functions and apportionment for the central administration expenses connected with Town Clerk's Department and Committee work;
- b) costs of tenant selection and preparation of tenancy agreements;
- c) cost of rent collection and accounting;
- d) cost of welfare services including liaison with statutory and voluntary agencies exclusively for tenants of a given estate;
- e) costs of maintenance and repairs; these include disinfection of furniture and effects of incoming tenants where appropriate, lighting of common parts,

¹Housing Revenue Account. Report of Working Party on Housing Revenue Account. HMSO, London 1969, p. 17.

cleaning of common parts, organisation of garden competitions, improvements and conversions to existing houses, and refuse disposal.

The above should be the items of expenditure that would be debited from housing accounts. Expenditures on these items should not be met from other sources. With those common items it would then be possible to gauge the state of housing accounts for each council. Each item should be budgeted for and control systems set to check on actual expenditures monthly or quarterly. Except for special reasons all expenditures should be within the budget.

Housing Allocation

Another circular issued in 1973 which has been referred to in the previous chapters directed all councils to allocate all plots, stalls and houses through balloting, but without any specifics as to how the balloting should be conducted. Variations have therefore existed in the execution from the use of a computer in Nairobi to the crude method of picking up ballot papers from a hat or drum in other councils. Nor was there any indication as to who should qualify for the ballot so that several persons allocated houses in Thika and Mombasa did not take them up. It is therefore proposed here to suggest some guidelines for future allocation of council housing.

One of the main purposes of local authority housing in this country is to meet the needs of lower income groups. However, because of the rising costs of providing housing, the ideal position of providing housing for this group cannot be attained. For this reason, the provision of housing in Kenya by local authorities seems now to be guided by the availability of funds to provide self-contained two-roomed and three-roomed housing units without due regard as to who would occupy such units. The real low income groups can only now have recourse to serviced plots and in the "squatter upgrading" programmes.

Thus only when houses are completed are the councils in a position to know capital costs and corresponding loan charges and running costs. Today these factors govern rental calculations. It is therefore of little use to keep waiting lists of applicants for new developments until rentals are known. It is strongly recommended that when houses in a given estate are about ready for allocation, they should be advertised in the press. Since ability to pay will be a major factor, all applicants should be expected to have monthly incomes of at least three times the rental required. Their incomes should be verified with letters from employers or in case of self-employed persons there should be letters from their bankers as to statements of income. All applicants should fill application forms giving their personal

details. All persons employed or resident in the areas having satisfied the income limit should qualify for consideration. The study has recommended a maximum of one third of an applicant's income as being a reasonable proportion to be set aside for rent because this is the proportion adopted by private mortgage financial institutions in Kenya such as Savings and Loans Kenya Ltd. and the East African Building Society when considering applicants to be offered mortgage facilities for house purchase. It is also true that with increasing construction costs for housing development setting a limit of 20-25% of one's income will exclude many persons who are otherwise currently paying as much as 40% of their incomes to private landlords for housing accommodation of inferior quality.

The next consideration should be the size of the family of the applicant because this will affect the occupancy rate. Occupancy rates are set on health grounds to guarantee public and personal hygiene, safety of the person and his possessions and privacy. They also are set to prevent overcrowding that would contribute to intensive use and hence rapid deterioration of the property. Studies by the Housing Research and Development Unit at the University of Nairobi revealed that amongst families living in overcrowded

conditions it is lack of separation of toilet and washing facilities rather than separation of accommodation that creates more frustrations and infringements upon individual privacy. Thus it may not be so much space per person that will improve the quality of life, but rather what facilities and amenities are provided with the accommodation. It is also not possible to set maximum occupancy rate because African families are usually large and extended, particularly in the low income groups. However, whenever possible, and with the future prospect of smaller families amongst the educated Africans living in towns, the following guidelines should be adopted in determining what accommodation is reasonable for a given family. Children over one year but less than ten years should be counted as half a person, whereas those under one year should be ignored. All children who are ten years and above would be counted as adults since it is around this age that most persons would attain the age of reasoning. A reasonable occupancy rate should be two persons per habitable room, provided that in considering a family composition no two persons of different sexes should share a room, except as husband and wife. For the purposes of this study all rooms in a house which can accommodate two beds and a wardrobe/cupboard and which are provided with windows and doors will be considered as habitable rooms. And to

ascertain the authenticity of each applicant's family composition, he or she should be expected to furnish evidence of relevant marriage and birth certificates.

The third consideration in housing allocation should be to ask applicants to submit affidavit that if allocated the houses they would occupy them themselves, and they are willing to surrender such houses back when they do not need them. With all the above criteria met, all qualified applicants would then be presented for random selection whether by use of computer or secret ballot, provided they are grouped according to the family sizes and the number of units available for allocation. This would be a more objective approach to housing allocation than is currently being employed. Once allocation has been done the successful applicants should then be invited for interviews to consider any changes in their circumstances. Where necessary social workers from the housing section should visit the applicant's present residence to ascertain the urgency of need. All the above requirements should be contained in the same advertisement so that they are known to the applicants. The actual balloting system should also be made known to the applicants. It is not, however, recommended that the same procedure should be followed for individual lettings or exchanges of houses that

become vacant. For such houses there needs to be kept a waiting list provided each applicant has furnished all the above requirements. Such applications should be filed in order of the dates of receipt. Allocation should follow this order as soon as a house falls vacant. There is absolutely no need to carry out ballots for such lettings.

It has been suggested in the previous chapters that successful applicants should be educated on what living with others in one estate entails as well as what responsibilities go with the occupation of the premises. This should be done before keys are handed to tenants. The whole process from advertisements to handing over the keys should not take more than three months. All councils should be let to know this procedure and use it all the time. To avoid unnecessary defaults it should be a condition of tenancy that all rents will be paid direct to the council by the employer through salary deductions. For self employed persons they should sign bankers orders to effect the payments. These requirements would not be new to Kenya since they are already in use by housing mortgage institutions that have advanced money to house purchasers.

Assessment of Housing Requirements

It was pointed out in the previous chapters that the current methods adopted in ascertaining housing requirements are not most appropriate in all cases. Houses have remained vacant in some local authorities in Kenya after completion merely because they were beyond the reach of the people they were meant for. This state of affairs arises because the authorities combine both concepts of "housing demand" and "housing need" in their assessment.

Demand for housing relates to the accommodation which people are actively seeking in a given time frame at a cost which they can afford. It takes no account of any wishes of persons who do not have income to acquire accommodation. In this context it is assumed that each family or person can afford a house costing three times the annual income or a rent not exceeding $33\frac{1}{2}\%$ of the monthly income. What standard of accommodation one would acquire therefore depends on costs of construction at the material time and one's income. If this were the only basis used for providing housing accommodation then there would be no need to say that each housing unit built in the urban centres today should have a minimum of two rooms plus a kitchen and toilet. This standard of

accommodation is beyond the reach of 90% of the working population in Kenya's urban centres. The ideal situation should be to provide accommodation which most people who are seeking to be housed can afford. The accommodation could be in single rooms or hostels and houses according to demand. It was established in Thika that a majority of the applicants sought single rooms as these were the ones they could afford. In any case most of the accommodation provided in the rural areas is provided in single round huts which are used for most of the activities of the occupants.

However, our assessment on the basis of demand is neutralised with the concept of housing need. This is a measure of the number and quality by which the existing accommodation falls short of that required to provide every person in the population with some specified standard of accommodation irrespective of one's financial capability or personal aspirations. A person's housing need is considered in terms of comfort, health and privacy. Housing need is also seen in terms of household size instead of individuals so that the local authorities are expected to build two-roomed unit with kitchen and toilet for every five persons who are assumed not be housed. If this were the only criterion used, the problems to be encountered would include taking stock and

classifying the existing accommodation, and making allowance for future loss of housing stock over a given time period. It would also imply that single persons who are not staying with their families cannot be considered for accommodation, while hostels and hotel beds would be discounted as they do not conform to the set minimum standards.

A blend of the two concepts where minimum standard of accommodation to be provided is set, while applicants are expected to pay for this accommodation is what makes the operation of the assessment inappropriate. Rental accommodation being provided in Mombasa, Kisumu and Thika is in two or more roomed units, and only after provision at a given cost does the selection start as to who qualifies to occupy the units in terms of income. If it is necessary that all housing accommodation must be provided in family units and that ability to pay must be considered, then there is need to make such housing cheap so that more people could fall in the category of eligible applicants.

It may not be possible to keep down construction costs below a certain limit without making the properties less durable. Even with emphasis on use of local materials and possible changes in design housing provision will still remain expensive. To lower the

costs of provision this study recommends a system of objective subsidy. It is recommended that the National Housing Corporation should extend the lending period to the local authorities from 40 to 60 years at the same rate of interest of 7%. Houses if well constructed and properly maintained should last more than sixty years. This would reduce monthly rental for a house of say KShs.40,000/- from KShs. 405/- to KShs. 260/- per month. The Government should grant building land to the local authorities so that no ground rent would be paid by occupants. At the same time such land occupied by public rental accommodation should be exempt from paying unimproved site value rates so that tenants do not pay rates as part of the rent. It is considered that these proposals would have the effect of substantially lowering the rentals chargeable to tenants than at the moment. More people would then become eligible for housing accommodation since emphasis is on ability to pay. However, it is considered appropriate here that overemphasis on family accommodation should be dropped so that if there is demand for single rooms, provision should be made for the same. It would in the final analysis be more satisfying, to the population if the basis of accommodation provision was specifically stated to be housing demand and that every effort is made to satisfy that demand rather than housing need since

Kenya cannot afford to provide housing free to every citizen. To consider housing provision on the basis of housing need is therefore misleading for it is not feasible.

Maintenance and Repairs

It has already been mentioned that the need for maintaining houses is both economic and legal. In housing economics, good property maintenance helps to uphold the capital value of the property so that where long term financing was used, the resale value of the property should be equal to the outstanding loan at any particular time. Good property maintenance also contributes greatly to the social welfare of the tenants. It is, however, the legal requirements that seem to control how property is maintained in this country. It is an implied condition in every tenancy agreement that leased premises be at all times fit for habitation and comply with the laws relating to health in all respects. That is, no part of the premises or any area around it should be in such a state as to be in the opinion of a medical officer of health, injurious or dangerous to health or liable to favour the spread of any infectious disease.¹ The landlord is presumed to be responsible

¹See Public Health Act, Chapter 242, Section 118.

for all repairs to roofs, walls, drains, electrical wiring and structure, and all necessary renewals to premises. He is also responsible for the repair, maintenance and cleaning and lighting of common parts where only part of the building is occupied by the tenant. It is, however, the responsibility of the tenant to carry out internal repairs and decorations.¹ These legal requirements are, however, vague and subjective for the day-to-day maintenance and repair works to be carried out in residential estates with some degree of exactitude.

The Medical Officer of Health needs to specify what in his opinion constitutes danger to health. Apparently the interpretation of what premises are dilapidated, or defective in lighting or ventilation as to be injurious to health will be determined only at a time when such premises are being inspected. The owner may have to use his own judgement as to what may not be appropriate, and hence the reason to consider other factors other than health alone as guidelines for maintenance. For instance, a dirty wall is not necessarily injurious to health but is unwelcomed in terms of aesthetics and further deterioration of the property.

In terms of responsibility for maintenance, it is not clear whether windows are part of internal repairs

¹See Landlord and Tenant Act, 1969. Schedule and conditions

or whether floors are regarded as main structure to the buildings. Also it is not appropriate to assign any responsibility for maintenance to tenants because currently they are charged full fixed and recurrent costs of the premises. Thus the landlord should be responsible for all maintenance and repair work to the premises. If a tenant should be expected to take part in maintenance, then this should be allowed for in rents charged.

In terms of maintenance controls, research should be carried out by the housing authorities and the University of Nairobi to ascertain the maintenance cycle of various building materials in response to various climates. That is, it should be definite as to how regularly the roof tiles should be replaced, the concrete block walls should be repainted or wood block floors would need replacement. It should then be left to the tenants to report the defects, but the housing authorities should carry out programmed inspections to discover what may need replacement. Drains should be inspected at regular intervals, say fortnightly, for possible blockages. Hedges should be trimmed say every month, depending on rainfall intensity and type of fencing, while refuse collection and sweeping of the compound should be a daily affair. Maintenance expenditure which has been found amongst most local authorities in Kenya

to amount to 15% of the total rent should be controlled monthly on itemised basis to ensure that the budget is not exceeded. Like in the case of Kenya Breweries Ltd., items forming part of maintenance works should be coded and computerised every month. Where expenditure exceeds the budgeted figure by say 20% explanation should be sought by the officer controlling Maintenance and Repairs Fund. The items should be grouped and from past experience it should be possible to know what proportion of money was spent on each. Studies elsewhere have shown the following financial breakdown of maintenance expenditure by type of work.

Internal engineering services	30%
Internal and external painting	30%
External services (roads, drains, fences, etc.)	20%
Fittings and fixtures not part of main structure	15%
Structure	5%

Thus in budgeting for various items it should be clear that items like plumbing, electrical faults etc, are the major consumer of funds besides painting work. This state of affairs was also demonstrated in each of the three councils above when an examination was made of reported defects by tenants.

As mentioned earlier, total maintenance expenditure may vary from one authority to another depending on organisation, building structure and the user. However, 15% of rents collectable should always be set aside annually and deposited into the Maintenance and Repairs Fund so that when buildings are new and require no heavy expenditure surpluses will accumulate. Arrangements should be made to invest the surplus funds for future increased maintenance costs. Renewals and renovations could be carried out from the Maintenance and Repairs Fund where good financial controls had allowed for accumulation of large sums.

In the final analysis effective maintenance will depend on collection of systematic data on the frequency and probability of occurrence of the various types of job, on the merits and consequences of the various systems of planned maintenance whether based on prior inspection or on elapsed time, and on the merits of the several methods of controlling and organising the work of maintenance teams. It is to this end that this study has recommended that the Department of Architecture and the Housing Research and Development Unit at the University of Nairobi should carry out research in collaboration with local authorities on maintenance so as to come out with performance standards for national use.

Design, Construction and Maintenance

In theory, household sizes and activities should be used as a basis on which to recommend room sizes and layout. Building regulations and public health legislations will also affect design and standards of housing. When questions of comfort and durability of the houses are considered then building materials in Kenya today will be far out of reach of the bulk of the population. That is a matter for the nation whether to subsidise the houses or not. If subsidy is considered, this study has recommended a form of objective subsidy whereby houses are made cheaper through long term loans.

This form of subsidy would be preferable to a case of subjective subsidy whereby individual tenants are considered for remission on rent. This is cumbersome to operate and leads to a lot of cheating by tenants. Building to higher standards now will mean higher costs, but will be much cheaper than remedying obsolescence in the next few years. To maintain high standards of workmanship and use of proper materials that will avoid problems of maintenance, this study recommends the setting up of a National Building Council under the Housing Act charged with the following responsibilities:

- 1) To require all contractors in both private and public sector not to build houses below a standard defined by specification in the building code. Although the councils themselves try to enforce the building code regulations, certain developers have ignored these regulations on site since the councils do not have the capacity to supervise construction on site.
- 2) To provide for the registration and discipline with removal from the register as the ultimate sanction for bad workmanship or use of inappropriate material by a contractor.
- 3) To provide for periodic inspection of the houses in the course of erection so as to avoid cheating by a contractor.
- 4) To require every contractor to give a two year guarantee against minor defects such as wall cracks and leaking roofs and a ten year guarantee supported by insurance cover against major defects such as sinking foundations etc.

Such a body would act as a watchdog against malpractices such as occurred in Thika and the use of inappropriate materials as occurred in Kisumu and Mombasa. This will ensure that houses even if expensive would not create many problems of maintenance to the management.

6.4.4 Administrative Organisation

Housing management requires a very high standard of organisation and performance in the provision of housing services. The fundamental problem is therefore that of structure, i.e. how best to design the organisation so as to achieve objectives. Whatever is the organisation design, it should be closely linked with the need to consider individuals who work within it. This is because organisations are made up of people with different interests and motivations which must somehow be channelled towards a common end. In order that the local authority housing management functions should all aim at a common objective, it is first considered here that all the functions should fall under a single department. It is then considered that the functions should, as far as is practicable, be carried out close to the people to be served, i.e. decentralisation is desirable as well as the participation of the tenants. Finally, it is considered that co-operation with other

departments of the council as well as outside agencies is important to housing management service.

Departmental Structure

The first recommendation for the administrative reform for local authority housing management in Kenya is that there should be a single department responsible for all the functions within the scope of housing management. The department should be headed by a director of housing services who should be of similar status but with greater responsibilities than the present Director of Social Services and Housing in the Mombasa Municipal Council. The present director in Mombasa does not for instance monitor the housing need for the council as this is the responsibility of the Planning Section in the Municipal Engineer's Department.

The department should be responsible to the council through one committee only to be called Housing Services Committee. The Director of Housing Services should be allowed to run the department within the broadlines laid down by the committee and without the intervention by the committee or any of its members in the day-to-day administration of the department. Such intervention has been identified in this study as a possible cause of the poor

standard of housing management service in our local authorities. It makes it difficult for the committee to discharge its duties as a policy maker, and it is also bad for morale of housing staff and may blur the Director's responsibilities. The committee should at all times be aware of the dangers of allowing political considerations to determine the nature of its policy decisions. The Housing Services Department would serve the council best if it is encouraged and allowed to operate as an efficient body with a minimum of favour and disabilities imposed on it.

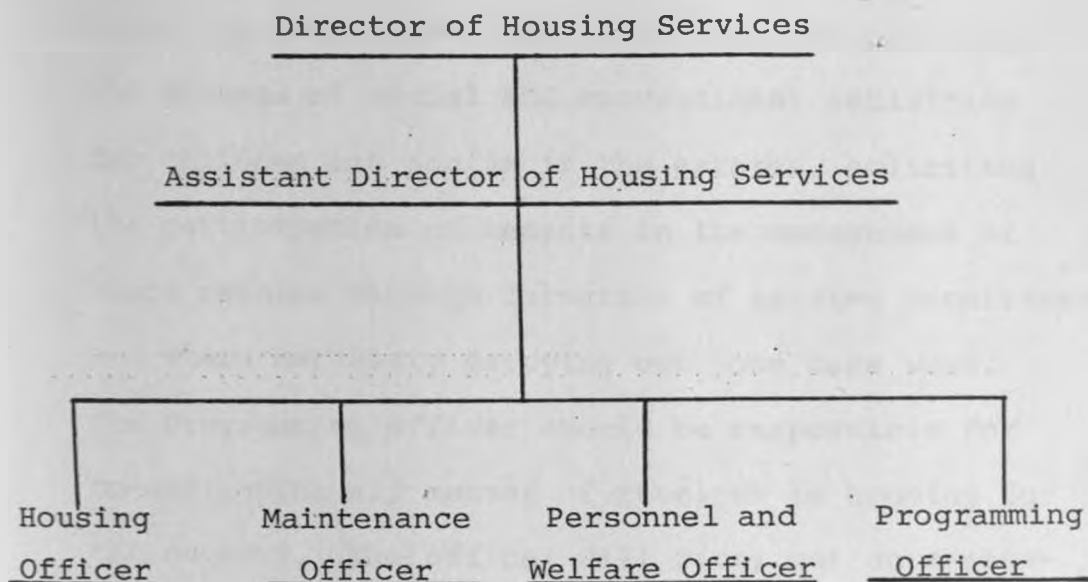
This study considers that there are a number of advantages to be realised in bringing all the functions of housing management together in a single department.

The advantages include the following:-

1. a single department ensures that there is only one head to report to the higher authority, which in this case is a committee of the council. Under such circumstances, the department's responsibility for housing management service is clear and unavoidable.
2. a single departmental control would eliminate friction regarding standards of performance, responsibility for programming or expenditure levels, and would ensure maximum co-operation of each section.

3. With a single department it would be easier to determine staffing needs. It would also be easier to give a more comprehensive training to the staff and to improve promotion prospects;
4. where a single department carries out all housing management activities, this would avoid duplication of records and activities;
5. it would be much easier to carry out a system of geographical decentralisation of management that provides services to the people it serves, where all the functions fall under one head.

Although the unification of housing management will have the above advantages, it should be realised that the eventual success will still depend on the quality of staff at all levels. Suggestions have already been made above regarding training programmes. Within the department there should be a clear line of succession so that the absence of a senior officer does not throw the department out of gear. The Director should be assisted by a deputy and four management assistants as follows:



The Director should be the chief executive of the department and the advisor to the Housing Services Committee on all matters pertaining to housing management functions.

The Housing Officer should be responsible for handling applications for housing accommodation, preparing recommendations for allocations to the allocation sub-committee, collections of rents, and ensuring that tenancy conditions are adhered to. The Maintenance Officer should be responsible for checking on physical condition and proper use of the council's properties, arranging for execution of maintenance works and devising a cycle of programmed maintenance. The Personnel and Welfare Officer

should be responsible for initiating and ensuring the success of social and recreational activities for children and adults in the estates, soliciting the participation of tenants in the management of their estates through formation of estates committees and where necessary carrying out some case work.

The Programming Officer should be responsible for co-ordinating all manner of research in housing for the council. The officer will carry out an assessment of housing need and demand for the whole council, carry out research on how best to programme maintenance, carry out research on methods of housing allocation and rental policy. From the findings the section should be able to advise the council on whether there is greater demand for conventional rental or owner-occupier accommodation; or the non-conventional serviced sites and squatter upgrading.

Each officer should be supported by appropriately qualified supervisory and clerical staff to ensure the success of the housing service.

Decentralisation of the Department

It is considered that for effective management certain aspects of housing service will have to be locally located not only for the consideration of motivating the staff, but equally for the convenience of the tenants. For instance, tenants need to pay

their rents and report their complaints in a place near enough to their residence. The current practice, for instance, in Nairobi City Council where over 20,000 tenants are expected to pay rents at the City Hall and report their complaints at the County Hall is quite inconvenient to tenants. Similar practices were identified in Thika and Kisumu. In Britain, for instance, the London boroughs have divided the housing estates into districts so that there is a housing manager for every 5,000 units with his offices located in the area. Each district has a number of estates officers so that each estate officer is responsible for 500 - 1000 units.¹ This form of decentralised management was being practised in Mombasa except that it was mainly for rental collection. Other aspects of management still remained with the housing office. What is recommended here is that there should be an estates office for every 1000 units where most of the problems regarding rent collection, maintenance and repairs, welfare etc could be handled. What this means is that future housing development should take note of this form of management so that estates will be sizeable enough to make management economical. There should then be a caretaker for every 300 units for any

¹Bill Murray. Neighbourhood Management in Wington. Housing, August, 1978, p.20.

emergency works and general supervision of estates. In the final analysis, decentralised management will not only have the advantage of taking services nearer to the people, but it will also be of immense advantage to the housing authority in terms of organisation. The staffing in each estates office will depend on what functions have been delegated to these offices, but for the purposes of this study the following assumption is made. It is assumed that policy formulation for all the functions will be carried out in the head office, but that the day-to-day implementation of the policy will be carried out by the local offices. Those responsible for execution will need to be properly qualified so that enough authority is delegated to them.

Formation of Estates Committees

Where management is decentralised as recommended above, it will be easier to solicit the participation of tenants in running the affairs of the estate. It would be much easier for the welfare assistant to encourage the formation of tenants' committees or associations in respective estates. The importance of such associations cannot be overemphasised. For instance, in Singapore steps were taken in 1965 to encourage the formation of estate management corporations to maintain the common areas such as corridors,

stairways and lifts, and the surrounding open spaces.¹ In other countries tenants committees or associations run social clubs, cultural activities and take general supervision of estates against vandals or misuse by children. They are usually consulted by management regarding any major decisions connected with the management of their estates. Such organisations although are currently non-existent in Kenya should be encouraged in the same way that the Government has requested every primary school in the country to form a parents association to look into the welfare of the schools on a self-help basis.

It is a considered opinion of this study that it is possible to reduce management costs in the council housing estates if tenants were made to realise that they have a role to play in the management of their estates. They should be capable of recommending, for instance, how maintenance should be organised, how and what activities should be run in the community centres etc. It should also be possible for such committees to organise garden competitions with the help of the management if necessary. However, it is conceded here that tenants' participation in management would be easy to solicit if there is more security of tenure in the council's estates. It is here proposed that tenants should be given an option of a lease for two to five years instead of the present monthly

¹Basics of Housing Management, Op Cit p.57

tenancy. With a lease a tenant should be expected to undertake certain amount of repair, which with the help of an estates committee would be better organised. It is not proposed here what form the committees should take whether in the nature of elected or voluntary officials as this will depend on who comprise the members of a given estate or group of estates.

6.4.5 Relationship between Housing Department and Other Sections of the Council

Council Committees

It has been recommended that the Department should for sake of uniformity be responsible to one committee only to be named Housing Services Committee that would guide the policy of housing development and management. For the purposes of co-ordination of all the activities of the council, and to enable members of the various council departments and committees adopt a corporate approach to the provision of all services, it is here recommended that all councils form a Joint Staff Committee similar to the one existing in Thika Municipal Council. This committee should include the Mayor, Deputy Mayor, Chairmen of the various council committees, and the respective heads of each administrative department. The existence of such a central policy committee would mean that no department regards

itself as a separate firm operated by a parent company, but that each department and committee is like a section within a departmental store. This is because at council level no major decision can be made regarding one department without some impact upon other areas of responsibility. Thus it is at such meetings that each chief officer should see himself as having responsibility to consider the affairs of the council as a whole rather than his own particular departmental concern. The committee would make detailed investigations into any project or department or area of activity and would aid the council in setting its objectives and priorities. This corporate approach to local authority service provision would be the first level of relationship between the Housing Services Department and other departments as it would create awareness and appreciation of the role of each department in the whole organisation.

Departmental Inter-Relationship

The second level of relationship between the Housing Services Department and other departments of the council should be purely functional as it would be expensive to employ staff in various departments for similar functions. The following departments are considered to have direct lateral relationship with the Housing and Social Services Department.

Treasurer's Department

The council Treasurer is by law the Accounting Executive for council's finances, and therefore his office should be the control point for all expenditure items as well as sums received on behalf of the council. While the Housing Officer should be responsible for the collection of rents through rent clerks, it is recommended here that a similar system to what obtains in Mombasa should be adopted by all the councils. That is, the Chief Cashier from the Treasurer's Department should collect all the day's collections on issue of receipts to rent clerks for banking. The rent and ledger clerks could be directly employed by the Housing Department or could be on secondment from the Treasurer's Department. It is also recommended here that there should be one accountant concerned with housing accounts who may be seconded to the housing section or stationed in the Treasury provided he is identifiable and readily accessible to the housing staff for financial advice. This accountant should be responsible for controlling expenditure and advising the Director regularly on the financial position of the housing account. He should at all times liaise with the Director on the preparation of budgets.

The Town Clerk's Department

The Town Clerk is the Chief Executive of the whole

council and his office is the focal point of all the activities of the council. The Personnel and Welfare Officer should collaborate with this office in recruitment and training matters. The Housing Officer will collaborate with this office in all legal matters regarding drawing of lease documents and filing of suits against debtors.

The Town Engineer's Department

This is the chief technical department in any council. It is responsible for construction of council's housing estates and also the maintenance of other properties. In most councils this section employs town planners, architects and quantity surveyors. Thus for our purposes, the Maintenance Officer and the Programming Officer will work very closely with this department. Where for instance, the Maintenance Officer is not competent to carry out a given repair or modernisation work it could be contracted to this department. In drawing up his housing needs for the council, the Programming Officer should seek the opinions of the planning officer, the architect and the quantity surveyor before presenting his proposals for discussion.

The Department of Public Health

In most councils this is the department responsible

for all cleansing work. It is here suggested that some staff should be seconded from this department to work under the Maintenance Officer so as to avoid divided responsibility in the execution of maintenance work in the housing estates.

Other departments include Education with which the Welfare/Personnel Officer should liaise to consider provision of nursery schools, adult literacy centres etc. Outside the council, the Housing Services Department should be in touch with voluntary organisations which are interested in the welfare of the people. For instance, the Department of Social Services in the Ministry of Housing and Social Services undertakes various programmes aimed at improving the social conditions of the people by providing them with basic services and helping them help themselves. These programmes include adult education, national library services, sports, day care centres and youth development programmes. The National Christian Council of Kenya and Maendeleo Ya Wanawake are other bodies that would be useful to collaborate with in provision of social services to the community within a housing estate.

6.4.6 Relationship between the Councillors and the Council Staff in the various Departments

It has already been identified that the uncertain relationship between councillors and the administrative staff of the council is a possible cause of friction between the two groups with the result that maximum efficiency of council provision of services is impaired. The formation of the Joint Staff Committee would be one way of bringing closer understanding between the councillors and the officials as here there is room for mutual discussion rather than confrontation as would occur in the case of a committee where the number of councillors exceed the individual officials from the respective relevant departments. It is proposed here that other committees should discuss policy issues and make the necessary recommendations but that they should leave the supervision of the implementation of such recommendations to the Joint Staff Committee.

The second proposal that would ease tension and eventual intimidation of staff by councillors is to make appointments through an independent body. What is being considered here is something similar to the Public Service Commission that appoints all civil servants independent of Parliament. This has rendered civil servants less vulnerable to Members of Parliament

who might have taken them for ransom where they did not agree with certain policy issues. It has also been observed in earlier chapters that in the U.S.A. and in parts of Europe, the council officials are in certain instances civil servants or appointees of independent bodies and hence not subject to dismissal by councillors. It is therefore proposed in this study that to employ the proper quality of staff with the necessary confidence, there should be need for Local Government Staff Commission under the auspices of the Ministry of Local Government to appoint all staff for the various councils in the country. If appointed by one body there will be similar terms of service for all local authority employees and the commission should be capable of transferring staff from one council to another as the need may arise. If this proposal is adopted then the relation between councillors and officials will be like that between the Parliament and the Civil Service where one has a definite role of policy formulation while the other is seen as an advisor on how best to implement the policy and see it implemented.

6.4.7 PROBLEMS LIKELY TO ARISE

The problems which are likely to arise in connection with the above proposed strategy for future housing management will include aspects of finance, time and

possible resistance by the local authorities to accept change.

To implement the training proposals and the departmental re-organisation money will have to be looked for and spent. With respect to training, the Government currently sets aside money every year for the purpose of training high level manpower at the University of Nairobi. The additional ten or more students per year to pursue courses in housing will therefore not necessarily cause a strain if such students are to be absorbed in the existing departments in the Faculty of Architecture, Design and Development at the University of Nairobi. For the other courses below undergraduate level, a recommendation has already been made to set up housing training levy whereby every housing authority will contribute to a training pool according to the size of its housing units. Where as it happens with other training programmes, the levy does not cover the total cost of training, it is recommended that the central government should subsidise the courses. This is currently happening in the case of hotel and tourism training where besides the levy the government provides grants to the Board to cover the difference between levy collection and expenditure.

The second problem is the possible resistance by the councils to change from their traditional set ups in preference for new proposals. It is suggested here that the recommendations should be sent to the councils as suggestions for their discussions at various levels. Thus the staff and the councillors will be kept well informed about the nature and the purpose of the changes, and will have an opportunity to comment on the matters under consideration. Their suggestions should be incorporated in the proposals where they made positive contribution. The parent Ministry of Local Government and the Ministry of Housing should impress upon the councils the need to consider housing service more seriously, and why the maintenance of completed housing stock and its use is as important as considering ways of providing new housing. The reasons for this stand have already been discussed in earlier chapters to this study. The third problem is that a programme like this which includes manpower training is not easy to time. It is however recommended that the major councils should move towards re-organisation of their departments with the least possible delay. It is only when proposals for re-organisation of the housing departments have been completed that it is possible to determine the manpower requirements. It will be necessary to have crash training programmes for staff already engaged

in housing work. The councils can then make their requirements known to the training agency through the Ministry of Local Government to allow for the training programmes to be scheduled. This exercise of re-organising housing departments and drawing up the manpower needs by local authorities should be completed within one year. The councils should then be fully provided with the necessary manpower within five to ten years of the date the councils started the re-organisation programme.

6.5 SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

This study has developed from a survey of three major municipal councils in Kenya, each of which has been found to face different housing management problems related to its size and scale of housing operations.

It has been shown from the survey, for instance, that Mombasa Municipal Council has a relatively large number of housing units compared to other councils in Kenya. These units are bound to increase as the National Housing Corporation has set aside more than £4.75 million for housing in Mombasa in the next five years. At the time of survey there were 100 units under construction in Tudor Estate, while 306 tenant purchase units were on the drawing board. Yet within

the existing organisational framework and procedures the performance of various management functions is not satisfactory.

The staffing position, particularly in the housing section is unsatisfactory both in numbers and training. This has resulted in housing management functions being performed by various sections of various departments. The fragmentation has resulted in work being performed on ad-hoc-basis without planning and programming as no one particular section would assume responsibility. Lack of responsibility for housing management functions by one particular person or department has resulted in lack of appropriate standards and guidelines being set by the council. The council is therefore not in a position to judge the performance of its committees and departments. The overall result is that housing management as carried out in Mombasa is unsatisfactory. Kisumu Municipal Council has a small number of housing units in relation to its size and potential development. It is increasingly becoming an industrial town, and this will call for a better strategy in the planning of housing provision. The staffing position is unsatisfactory for the execution of housing tasks from planning to maintenance of completed estates. Various tasks that call for specific expertise are sometimes executed by those not qualified to do them. Lack of

appropriate manpower for specific jobs has meant that management functions are carried out without specific targets and standards. Housing management performance has therefore remained unsatisfactory.

Thika Municipal Council has 1753 rental units most of which are single roomed with communal sanitary facilities. Most of the estates are over 15 years old. The management of these estates is divided between a number of departments, some of which have been observed to be poorly staffed. For instance, the Housing Section that deals with most of the management work does not have any person with formal training in the duties he carries out. The estates superintendent is not a technician and cannot therefore organise maintenance cycle appropriately. In any case he does not have the necessary manpower for there is neither an electrician nor painter. One mason and one plumber cannot be expected to properly maintain the estates. The Engineering and Cleansing Sections have also complained of shortage of the necessary staff, which they have given as a reason for poor performance in the execution of their duties in the management of the estates.

Generally the housing management functions in Thika are poorly performed. Houses are built which are beyond the capacity of the residents to pay for, and

at the same time they are provided without the necessary social welfare facilities and services. They are then badly maintained so that tenants do not receive value for their money. As has been observed in the other municipalities of Mombasa and Kisumu, poor performance lies in lack of understanding of the role of housing management within the council. It is this role that was defined and emphasised in the last chapter, where the following recommendations were drawn for improving the future housing management functions.

1. That the scope of housing management functions be broadly defined to include:
 - a) day-to-day administration of the allocation process of the housing units according to council regulations and rental collection;
 - b) organisation of the administration and execution of maintenance and repairs to council's housing estates and the necessary improvement schemes;
 - c) research into and administration of appropriate methods of providing housing welfare to council tenants;
 - d) research necessary to ascertain the quantity and quality of housing required by each local authority and the effective methods of allocating the houses so provided;

e) research on user-reactions and building material performance in the various council estates so as to avoid similar mistakes in the design and construction of future estates.

2. That there should be a single department responsible for all the functions within the scope of housing management.
3. That the department should be responsible to the council through a Housing Services Committee.
4. That the department should adopt a geographical system of departmentation in the execution of its work so that services are taken nearer to the tenants in the estates.
5. That participation of the tenants should be solicited in the running of each estate through the formation of tenants' committees.
6. That tenancy agreements should in future give options to tenants to take leases for two to five years instead of the existing monthly tenancy only.
7. That the Housing Act should be amended to include the following:
 - i) creation of a training levy and a training levy fund to be administered by a National Housing Training Agency.
 - ii) creation of a National Building Council to register and discipline

contractors who may not conform
to required standards of construction.

8. That there should be training for all cadres of staff involved in housing work at the basic, medium and degree levels.
9. That there should be definite criteria set for all housing management functions to enable local authorities gauge their performance.
10. That there should be a Joint Staff Committee in each council for the purposes of co-ordinating activities of the various committees and departments of each council.
11. That all of the staff of every local authority should be appointed by Local Government Staff Commission so as to ensure uniformity in terms of service throughout the country.
12. That the proposals contained in this study should be brought to the attention of the councils with minimum delay, and that it should be possible to realise the whole programme of change within ten years.



Plate 3.4A: Likoni Estate

A modern council estate where grounds are neglected. Like in Kisauni Estate footpaths are absent. No dustbins are provided. The tank in the photograph was supplied by an individual tenant.



Plate 3.4B: Thornley Dyer/Mzizima Estate

Old building with structural cracks. Some of the wooden windows and doors are structurally defective due to age and use.



Plate 3.4C: Old Changamwe Estate

Typical hollow clay brick construction. Damaged walls remain unattended by the council.



Plate 4.2A: Nairobi Road Flats

Broken window glasses and cracking walls, all being signs of poor maintenance of housing estates.



Plate 4.2B: Ondiek Estate

Example of well maintained grounds as a result of annual "garden competitions" held by the council.

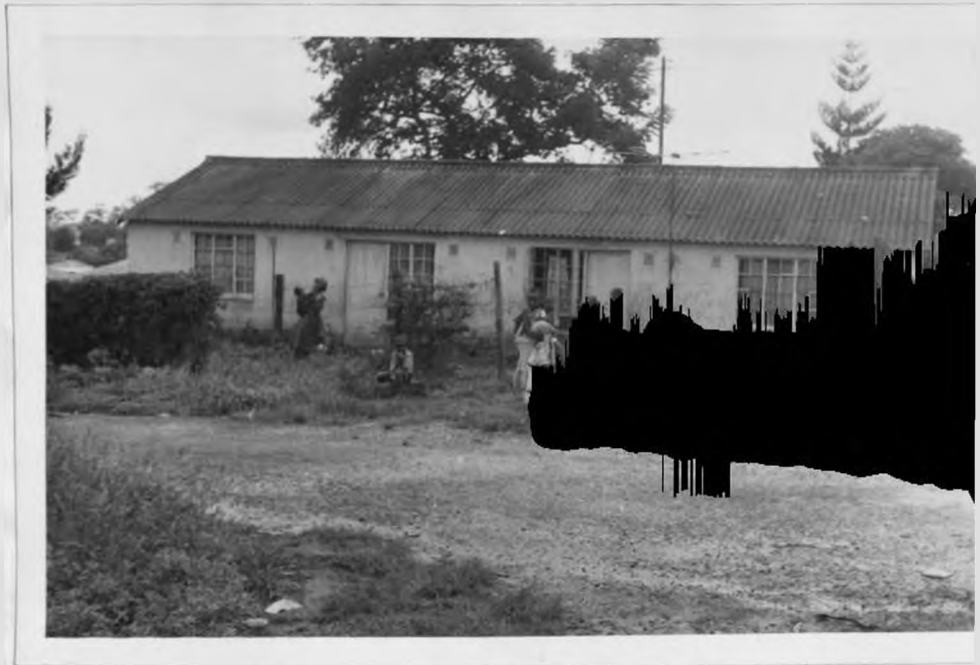


Plate 5.2A: Bendor Estate

A modern block of two residential units with no provision for rubbish collection and no care for the grounds.



Plate 5.2B: Ofafa Estate

Damaged walls of hollow clay blocks and neglected environment with heaps of refuse around the houses.



Plate 5.2C: Rental Estate

Newest housing estate but with damaged doors because of poorly seasoned timber. Walls are badly soiled due to falling water and abuse by children. There are neither footpaths nor driveways in this estate.

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Municipal Council of Mombasa

No.

To: Housing Manager
P. O. Box 90440
MOMBASA

Confidential

Application for Registration for a Municipal Flat/House

- 1. Name in Full
Present Address
- 2. Are you married or single
If married:- Number of children: Male Female
.....
- 3. Type of accommodation:- (a) Two rooms
(b) Three rooms
- 4. Are you on permanent employment
Name and Address of Employer
.....

Telephone No.
Length of Service
Salary/Wages

State which Estate you like

State whether you are housed
in any of Council Housing Estates:

.....
.....
.....

I certify that the information given above is true
and correct to the best of my knowledge.

Date:

.....
Signature of Applicant

- (d) At all times during the tenancy to keep the interior of the said flat and all the fittings and fixtures therein and all glass in the windows thereof in tenable repair (reasonable wear and tear and damage by fire excepted);
- (e) Not to assign, sublet or part with the possession of the said flat or any portion thereof without the previous consent in writing of the Landlord first had and obtained and the Landlord may refuse to give such consent without assigning any reason thereof;
- (f) Not to make any alteration or addition whatsoever to the said flat or any fixtures or fittings therein without the previous consent in writing of the Landlord first had and obtained;
- (g) Not to use in the flat for heating or cooking any fuel except wood, charcoal, paraffin, gas or electricity without the previous consent in writing of the Landlord first had and obtained;
- (h) To provide at his expense a dustbin or dustbins for refuse and not to throw any refuse in any other place except in the said dustbin or dustbins;
- (i) To take care to protect the woodwork and the fittings in the said flat against termites rot and decay;
- (j) Not to do or permit or suffer to be done in the said flat anything which may be or become a nuisance or annoyance to the tenants of any other flat in the said block of flats or occupiers or owners of adjoining properties;
- (k) To replace immediately any cracked or broken glass at his own expense and to the satisfaction of the Landlord;

- (l) Not to use the said flat or any part thereof for any other purpose than as a private residence of the tenant only;
- (m) Not to do or permit or suffer to be done in the said flat anything whereby any insurance of the block of flats against loss or damage by fire may become void or voidable or whereby the rate of premium for any such insurance may be increased;
- (n) To permit the Landlord and any person authorised by it to enter the said flat or any part thereof at all reasonable times to examine the state and condition of the said flat and thereupon the Landlord may serve upon the tenant a notice in writing specifying any repairs to be done and for which he is liable under the stipulations hereinbefore contained and if the tenant shall not within fifteen (15) days after the service of notice proceed diligently with the execution of such repairs then the Landlord may enter the said flat and execute such repairs and the cost thereof shall be payable by the Tenant;
- (o) Not to keep or permit to be kept in the flat or any part thereof any poultry or animal with the said exception of reasonable number of dogs or cats;
- (p) To yield up the said flat and all fixtures therein in tenantable repair in accordance with the stipulations on the tenant's part hereinbefore contained at the determination of the tenancy.

3. PROVIDED ALWAYS it is HEREBY AGREED that if the rent hereby reserved or any part thereof shall remain unpaid for seven days after becoming payable (whether formally demanded or not) or if there shall be any breach of non-observance

of any of the conditions or stipulations on the part of the Tenant hereinbefore contained the Landlord or its authorised agent may at any time thereafter re-enter upon the said flat or any part thereof in the name of the whole and distrain any goods therein at the risk of the tenant and sell the same in accordance with the Distress for Rent Act and thereupon this Agreement shall absolutely determine but without prejudice to any claim which the Landlord may have against the Tenant in respect of any such breach or non-observance.

4. The Landlord agrees with the Tenant as follows :

- (a) That the tenant paying the rent hereby reserved and performing and observing the several covenants on his part and the conditions hereinbefore contained shall peacefully hold and enjoy the said flat without any interruption by the Landlord or any person rightfully claiming under or in trust for the Landlord;
- (b) To pay all rates, taxes, duties, assessment, rates and charges on or in respect of the said flat other than those referred to in Clause 2(b) above.
- (c) To keep in tenantable repair (reasonable wear and tear excepted) all the external parts of the block of flats in which the said flat is situate and the maindrains in good repair and condition and to remedy any faults of construction inside or outside affecting the convenient use and occupation of the said flat.

5. It is expressly agreed between the parties hereto as follows:-

- (a) The tenancy under this Agreement may be determined by either party by giving to the other of them one calendar month's notice in writing;

QUESTIONNAIRETHE TENANT

1. Name of Tenant
2. Occupation Income
3. Name of Estate House No.
4. Number of rooms occupied with/without Kitchen/
toilet/bath
5. Rent paid per month
6. Number of persons living with tenant
7. How long have you lived here?
8. Where did you live before?
9. Reasons for leaving previous house/estate
 - (i) Needed more rooms YES/NO
 - (ii) Needed house with own kitchen/toiletYES/NO
 - (iii) Needed house with lower rentYES/NO
 - (iv) Wanted to be closer to place of workYES/NO
 - (v) Wanted to be nearer school/friendsYES/NO
 - (vi) Other reasons (specify)
10. When you choose a place to live in is there something
in particular that you would like it to have or not
to have?
11. How do you obtain information regarding new housing
development in the council?
 - (i) through newspapers YES/NO
 - (ii) through conversations with
friends and/or relatives YES/NO
 - (iii) through contact with housing
department in the Council YES/NO
12. Do you think this source of information is sufficient
or would you recommend a better way
.....

13. What are you expected to do to obtain a council house today?

Is there anything in this procedure that you think should be changed?

14. When you have been allocated a council house do you agree with all the conditions of tenancy agreement printed in the rent book? Specify which aspects you do not agree with

15. Do you consider rent charged for the house you occupy fair in comparison with private landlords?

16. What procedure do you have to follow to get repairs carried out in your house?

Is there anything you feel wrong with this procedure that should be changed?

17. Does the estate have any of the following facilities

- (i) Shops YES/NO
(ii) Health Clinics YES/NO
(iii) Libraries YES/NO
(iv) Nursery Schools YES/NO
(v) Recreational grounds YES/NO
(vi) Bus stage YES/NO

18. How far do you have to walk to reach those services not provided in the estate?

19. What do you consider as a necessary facility that has not been provided by the council in your estate?
.....
.....
.....

20. Do you have any voluntary associations in your estate? YES/NO

(i) If yes how do you get the officials?
.....

(ii) What are the purposes of these associations?
.....
.....
.....

(iii) If the answer is no, do you think there is need to have tenant associations in your estate? YES/NO

(iv) What would be the duties of such an association ?
.....
.....

QUESTIONNAIREMANAGEMENT OF LOCAL AUTHORITY HOUSING ESTATES IN KENYAA. THE ESTATE:

1. Name of the estate
2. Location
3. Year of Construction
4. Number of Units
 - (i) One roomed flats/houses
 - (ii) Two roomed flats/houses
 - (iii) Three roomed flats/houses/maisonettes
.....
 - (iv) Four roomed flats/houses/maisonettes
.....
5. State the various sizes of the units above
6. Costs of construction per unit/whole estate
7. Sources of funds for the development:
 - (i) Government through NHCYES/NO
 - (ii) Borrowing from local servicesYES/NO
 - (iii) Borrowing from overseas servicesYES/NO
 - (iv) Own savings from revenueYES/NO
8. What infrastructure is provided to the Estate
 - (i) Mains water/borehole YES/NO
 - (ii) Mains sewer/septic tank/cesspitYES/NO
 - (iii) Mains electricity/generatorYES/NO
 - (iv) Tarmacadam/murram roadsYES/NO
 - (v) Refuse collection in dust bins/
Rubbish pitsYES/No
9. What community facilities are provided in the Estate
 - (i) Shopping centre YES/NO
 - (ii) Community centre/social hall/library ... YES/NO

- (iii) Day care centres/nursery schoolYES/NO
- (iv) Health ClinicsYES/NO
- (v) Play grounds and/parksYES/NO
- (vi) Bus routesYES/NO

10. What building materials were used in the Estate

- (i) Walls constructed of quarried stones
concrete blocks/burnt clay bricks/
timber YES/NO
- (ii) Roofs constructed of GCI/Tiles/Asbestos/
reinforced concrete YES/NO
- (iii) Windows constructed of glazed metal
casements/glazed wood casements/
wooden shutters YES/NO
- (iv) Floors finished in cement screed/thermoplastic
tiles/terrazzo,wood blocks
..... YES/NO

11. What is the condition of the buildings in the Estate

- (i) Structure Good/Fair/Poor
- (ii) Decoration Good/Fair/Poor
- (iii) Grounds Good/Fair/Poor
- (iv) Others (specify)

12. (a) How regularly has the estate been painted

- (i) External decoration every 5 years/not
regular YES/NO
- (ii) Internal decoration every 2 years/not
regular YES/NO
- (b) When were the above works last executed in
the Estate

13. State the maintenance and repair works executed in the estate since 1965.

YEAR	ITEM	NO. OF CASES
.....	Roof leakages	.....
.....	Wall cracks	.....
.....	WCS	.....
.....	Doors	.....
.....	Windows	.....
.....	Floors	.....
.....	Electrical faults	.....
.....	Water taps and pipes	.....

14. State the amount of rent collected on the estate, amount spent on maintenance and repairs and amount spent on insurance and other expenses since 1965.

YEAR	RENT COLLECTED	REPAIRS	INSURANCE	OTHER EXP.

15. What do you consider to have been the major cause of maintenance and repair work executed in the above estate

- (i) Building materials (specify)YES/NO
- (ii) Poor workmanship (specify)YES/NO
- (iii) Age of BuildingsYES/NO
- (iv) Climate (specify)YES/NO

BUILDING FAILURE CHARACTERISTICSANALYSIS FORM

1. Name of Estate
2. Number of flats/single storey units
3. Construction Materials for walls:
 - (i) Concrete blocks unrendered% of total number
 - (ii) " " rendered% "
 - (iii) " " rendered and painted ..% "
 - (iv) Hollow burnt clay bricks unrendered ...% "
 - (v) " " " " rendered% "
 - (vi) " clay bricks rendered and painted ..% "
 - (vii) Solid burnt clay bricks unrendered% "
 - (viii) " " " " rendered % "
 - (ix) " " " " rendered and painted ..% "
 - (x) Quarried stone blocks colour washed ..%
of total no.
4. Defects on walls:
 - (i) Small cracks%
 - (ii) Large cracks%
 - (iii) General surface erosion%
 - (iv) Appearance of white deposits (efflorescence)
.....%
 - (v) Stained blocks/plaster/paint%
 - (vi) Walls blistering/scaling%
 - (vii) Damage on mortal joints%
 - (viii) Plaster peeling off%
 - (ix) Walls looking damp
5. Construction materials for roofs:
 - (i) Pitched timber roofs with slates%
 - (ii) " " " " tiles%
 - (iii) " " " " asbestos%
 - (iv) " " " " iron sheets ...%
 - (v) Reinforced concrete flat roofs with metal
covering

- (vi) Concrete flat roof with bituminous felt%
- (vii) " " " " asphalt covering%

Defects on roofs:.

- (i) Leakages through chimney stacks%
- (ii) " " defective coverings%
- (iii) Insect attack on timber%
- (iv) Fungi attack (rot) on timber%
- (v) Sagging and spreading of roofs%
- (vi) Corrosion of covering material%

6. Floor construction materials:

- (i) Concrete floor with cement screed%
- (ii) " " " terrazzo%
- (iii) " " " thermoplastic tiles%
- (iv) " " " woodblocks%
- (v) Suspended timber floor%

Defects :

- (i) Floor cracking%
- (ii) Floor scratched/indented%
- (iii) Floor looking dirty%

7. Windows and Doors:

- (i) Windows made of wood%
- (ii) Glass windows in wood frames%
- (iii) Glass windows in metal frames%
- (iv) Doors made of timber%
- (v) Doors made of plate glass%

Defects:

- (i) Wood rotting%
- (ii) Wood attacked by insects%
- (iii) Metal rusting%
- (iv) Window glass broken%

- (v) Window glass falling off%
- (vi) Door sinking%
- (vii) Door broken%

8. Sanitary Fittings:

- (i) High level WC with cast iron cistern.....%
- (ii) Low level WC with plastic cistern and pan ...%
- (iii) Glazed ceramic wash hand basin
- (iv) Enamelled steel wash hand basin
- (v) Glazed earthenware sinks
- (vi) Stainless steel sinks
- (vii) Plastics and glass fibre sinks
- (viii) Cast iron with enamelled surface baths
- (ix) Enamelled steel baths
- (x) Metal/plastic showers

Defects in Sanitary Fittings:

- (i) Broken WC pans%
- (ii) Broken baths%
- (iii) Cracking/crazing/chipped surfaces%
- (iv) Cisterns not flushing%
- (v) Taps leaking%
- (vi) Defective joints%

Note: Causes of defects in buildings usually include the following:

- (i) Poor workmanship
- (ii) Poor materials
- (iii) climatic conditions
- (iv) user
- (v) normal wear and tear on account of age
- (vi) poor maintenance.

A STUDY OF THE MANAGEMENT OF LOCAL AUTHORITY HOUSING
ESTATES IN KENYA

ANALYSIS FORM

1. Name of Estate
2. Year of Construction
3. Average number of rooms per unit
4. Total number of tenants
5. Number interviewed
6. Occupancy rate per room
7. Average rent per room
8. Length of stay in the estate:
 - (a) upto 1 year% of those interviewed
 - (b) upto 5 years% of those interviewed
 - (c) more than 5 years% of those interviewed
9. Salary/income:;
 - a) 0-500/- p.m.% of those interviewed
 - b) 501-1000/- p.m.% of those interviewed
 - c) 1001-2000/- p.m.% of those interviewed
 - d) 2001/- + p.m.% of those interviewed
10. Tenancy agreement:
 - a) Those who have read and understood it%
of those interviewed
 - b) Those who have not read it% of those
interviewed.
11. Maintenance and Repair:
 - a) Those who think the procedure is satisfactory
.....%
 - b) Those who think it is not satisfactory%
12. Tenants Associations:
 - a) Those who see the need for the associations ...%
 - b) Those who do not see the need%

13. Preference for choice of an estate:

- a) Self-contained unit% of those interviewed
- b) Larger accommodation% of those interviewed
- c) Nearness to social Halls ...% of those interviewed
- d) " to shops% " " "
- e) " to Health Clinics ..% " "
- f) " to nursery schools..% " "
- g) " to recreational grounds ...% "
- h) " to bus stage/routes% of those"
- i) " to libraries% of those interviewed
- j) " to street lights ..% of those interviewed
- k) Low rent% of those interviewed
- l) Nearness to place of work% of those interviewed
- m) Nearness to relatives% of those interviewed.

14. Information on new estates

- a) Those receiving through newspapers%
- b) Those receiving through conversation with friends%
- c) Those receiving through contact with housing section%

A STUDY OF THE MANAGEMENT OF LOCAL AUTHORITY HOUSING
ESTATES IN KENYA

QUESTIONNAIRE

A. PLANNING

1. What future housing developments does the Council propose in the next five years?

- i) Name of Scheme
- ii) Type of Housing
- iii) Source of funds
- iv) Estimated construction cost

2. State the procedure followed by the Council to realise the construction of a conceived housing scheme.

B. HOUSING ALLOCATION

3. Which of the following methods is used by the Council in assessing need for housing accommodation?

- i) Keeping a waiting list YES/NO
- ii) Demographic projections based on headship rate/household YES/NO
- iii) Other methods (specify)
-

4. If the Council keeps a waiting list, state what factors qualify an applicant to be entered on the list.

- i) Wait listing unrestricted for all YES/NO
- ii) Wait listing based on period of residence YES/NO
- iii) Others (specify)
-

5. Do you keep a separate list for each housing estate/scheme? YES/NO

6. If NO do you ensure that an applicant is wait listed for the correct accommodation?

- i) Wait listing based on accommodation applied for YES/NO

- ii) Wait listing based on estate applied for YES/NO
- iii) Wait listing based on income classification....YES/NO
- iv) Others (specify)

7. How regularly is the waiting list revised to take into account those who have either been housed or have left the town?

8. Which of the following procedures does the Council use in allocating the available accommodation to applicants on waiting lists?

- i) Selection is made by housing or allocation committee YES/NO
- ii) Selection is made by officers in accordance with some laid down policy YES/NO
- iii) Selection is made by secret balloting YES/NO

9. State the number of applicants on the waiting list in the following years.

1965	1967
1969.....	1971
1973	1975
1976	

10. Which of the following reasons make it difficult for Council to provide enough housing accommodation?

- i) Lack of finance YES/NO
- ii) Lack of technical manpower YES/NO
- iii) Rapid population increase YES/NO
- iv) Lack of building land YES/NO
- v) Lack of planning YES/NO
- vi) Social and political squabbles YES/NO

11. When do the successful tenants sign lease agreements?

- i) After the officers have explained to them their rights and obligations YES/NO
- ii) They do not sign any lease agreement YES/NO
- iii) Others (specify)

12. State the length of period for which your rental accommodations are let to tenants
- i) monthly tenancy YES/NO
 - ii) yearly tenancy YES/NO
13. State circumstances under which transfer and exchanges are allowed by the Council
- i) No transfer/exchange is allowed YES/NO
 - ii) Transfer allowed where Council wants to make better use of the house YES/NO
 - iii) Exchange allowed where both tenants will benefit YES/NO

C. MAINTENANCE AND REPAIRS

14. Council's maintenance and repair work is undertaken by
- i) Contract labour YES/NO
 - ii) Own labour under Council engineer/housing manager YES/NO
15. A tenant requesting for repairs is expected to:
- i) fill a form in the estates office/main office YES/NO
 - ii) Write a letter to the housing manager YES/NO
 - iii) Report to the engineer's department YES/NO
16. When a tenant has requested for repairs it normally takes:
- i) Less than a week to get repairs done because the housing department has direct labour YES/NO
 - ii) More than a week because housing department has still to request for repairs from Council Engineer YES/NO
17. Does the Council keep a maintenance schedule for housing? YES/NO
18. (a) What have been the major maintenance problems in the estate?
- (b) What would you consider as remedy to reduce the maintenance problems in your housing estates?

19. State to what extent the regulations concerning housing and sanitation in the Public Health Act affect the manner in which you maintain your estates.

20. Who ensures that the premises are maintained in the manner required by the regulations or acts?

- i) Medical Officer of Health YES/NO
- ii) Engineer's Department YES/NO
- iii) Housing Department YES/NO

21. State the amount spent on maintenance and repairs in the estates in the following years :

1965 1967
 1969 1971
 1973 1975

22. State what items of work are included under maintenance and repairs?

- i) Street and security lighting in estates YES/NO
- ii) Surface water drainage YES/NO
- iii) Road tarmacadamizing YES/NO
- iv) Redecoration and replacement of broken parts of buildings YES/NO

23. State the balances in the maintenance and repairs account in the following years:

1965 1967
 1969 1971
 1973 1975

24. If the balance was a deficit, what was the reason?

D. STAFFING

25. Who deals with the following tasks related to housing in the Council?

<u>TASK PERFORMED</u>	<u>DESIGNATION</u>	<u>DEPARTMENT</u>
i) Planning		
ii) Acquisition of land		
iii) Survey of land		

	<u>TASK PERFORMED</u>	<u>DESIGNATION</u>	<u>DEPARTMENT</u>
iv)	Preparation of Plans		
v)	Request for approval		
vi)	Preparation of tenders		
vii)	Issue of tenders		
viii)	Supervision of construction		
ix)	Provision of infrastructure such as water, sewerage, roads, electricity		
x)	Final cost analysis		
xi)	Selection of applicants		
xii)	Notification of successful applicants		
xiii)	Handing over to successful applicants		
xiv)	Collection of revenue		
xv)	Maintenance work		
xvi)	Repair work		
xvii)	Health requirements		
xviii)	Welfare work		
xix)	Other tasks.		

26. State the type of departmental organisation for housing in your Council.

- a) Separate housing department under Director/Housing Manager YES/NO
- b) Housing section under a department, and headed by housing manager/officer YES/NO
- c) No housing department or section, so that each principal officer deals with that aspect of housing most closely related to his principal function YES/NO

27. If the Council has a separate housing department or a housing section indicate the total number of the following staff :-

- a) Housing Manager
- b) Assistant Manager
- c) Management/Administrative Assistant

- d) Superintendent of estates
- e) Assistant Superintendents
- f) Stenographer
- g) Book-keeper - Accountant
- h) Typist clerk
- i) Maintenance men:
 - Carpenters
 - Plumbers
 - Electricians
 - Glaziers
 - Masons
 - Painters
- j) Stockroom clerk
- k) Caretaker
- l) Gardeners
- m) Cleaners
- n) Security guards
- o) Seasonal labourers

28. Do you have any training programme for the staff of the housing department? YES/NO

If YES, give details.

29. Do you obtain any help from Ministry of Local Government or any other Ministry in staff training? YES/NO

30. If the answer is NO, give reasons.

31. What is the proposed future staff expansion related to housing work in the next five years?

<u>FUNCTION</u>	<u>DEPARTMENT</u>	<u>NUMBER</u>
-----------------	-------------------	---------------

E. HOUSING ACCOUNTS

32. Does the Council have a separate bank account for housing? YES/NO

33. If YES, give an indication of the balance in the housing account in the following manner:

Year	Debit Balance		Credit Balance	
1965	a.	Deficit carried over	a.	Surplus carried over
	b.	Costs for the year	b.	Earnings for the year
		Total balance		Total balance
1967	a.	.....	a.	.....
	b.	.....	b.	.....
1969	a.	.....	a.	.....
	b.	.....	b.	.....
1971	a.	.....	a.	.....
	b.	.....	b.	.....
1973	a.	.....	a.	.....
	b.	.....	b.	.....
1975	a.	.....	a.	.....
	b.	.....	b.	.....

34. If the council does not have a separate housing account, please give reasons.

35. Are your loan repayments up-to-date? YES/NO

36. If the answer is NO, please provide the main reasons for the default.

37. Does the Council experience any bad debts YES/NO

If the answer is YES, is this due to :

- a) Bad returns YES/NO
- b) Voids YES/NO
- c) Delay in allocations YES/NO
- d) Other reasons (specify)
-
-

38. State the amount of rent that was due to the Council and how much was collected in the following years:

<u>YEAR</u>	<u>RENT RECEIVABLE</u>	<u>ACTUALLY RECEIVED</u>
1965
1967
1969
1971
1973
1975

39. State the method of rent collection used by the Council.

- i) Door-to-door collection by Council staff YES/NO
- ii) Payments by tenants at estate offices/
central office YES/NO
- iii) Postal payment/bank standing order YES/NO

40. Do you think there is any weakness with your method of collecting rents?

If the answer is YES, state in what way you think the system would be improved.

41. State the basis of rental calculation for Council housing units/schemes.

- a) That all rents will relate to market rents prevailing YES/NO
- b) That each scheme would be self-supporting taking into account loan repayments, repairs maintenance and management. YES/NO
- c) That high income schemes provided subsidy for low income schemes YES/NO

42. How does the method of calculation accommodate the ever increasing management and maintenance costs over the life of the estates?

F. SITE AND SERVICE SCHEMES

43. Indicate the number of units under site and service schemes provided by your council to date.
- a. Serviced plots only
 - b. Serviced plot plus slab numbering
 - c. Serviced plot plus wet core
 - d. Serviced plot plus roof
44. What is the approximate cost of each unit to the tenant, and how is this calculated?
45. Do you have additional building by-laws governing the site and service schemes? YES/NO
- If the answer is YES, how far do these by-laws differ from the ordinary, local government building by-laws, 1968?
46. Does the Council have any loan arrangements to enable the allottees to complete the construction? YES/NO
- If the answer is YES, give details.
47. Besides the loan facility, does the Council offer any technical advice to the allottees? YES/NO
- If the answer is YES, give details.
48. How is administration of site and serviced schemes incorporated in the day-to-day running of the Council?
49. Does the council propose to employ special staff to man the site and service schemes? YES/NO
50. If the answer is YES, give details.
50. How many units do you propose to provide in the next five years?

G. WELFARE

51. What items does the Council include under "Welfare Service?"

52. How are these welfare services provided?
53. Do you have any voluntary associations in your Estates whose activities are connected with the place of dwelling? YES/NO
54. a) If YES, do these activities have anything to do with the welfare services provided by the Council?
- b) Are the officials volunteers or elected?
55. If the answer is NO, do you think there is any need or otherwise for tenants to form themselves into committees or associations for the following purposes:
- a) To act as a bridge of communication between landlord and tenants YES/NO
- b) To check on the cleanliness of some parts of the estate such as stairs, corridors or stopping children from dirtying the walls YES/NO
- c) To run social/cultural activities such as canteens, sports filmshows etc. YES/NO.

MUNICIPALITY OF KISUMUSOCIAL SERVICES AND HOUSING DEPARTMENTD U T I E S

The following is a broad outline of duties performed by the officers of the department.

1. Director of Social Services

Overall responsibility and duties distribution
 Policy, planning, co-ordination and decisions
 Policy on social aspects of the urban development
 Housing planning policy and administration
 Advisor to council on matters affecting social services
 Advisor to council on matters affecting housing management and administration
 Liaison work with Chief Officers and Heads of Departments
 Liaison with Government Departments, whose work affect social services and housing
 Responsible for the Council's housing committees
 Responsible for the Council's social services committees
 Staff discipline
 Mayor's Christmas Tree Appeal Fund
 Public Ceremonies.

2. Deputy Director of Social Services

Responsible to the Director for administration of all welfare services and the following assignments:-
 Responsible for staff matters of the department
 Attendance at Committee meetings
 Sports and Recreation
 Inspection for cleanliness and discipline of the departmental institutions as follows:-
 Social Centre
 Nursery Schools

Mama Ngina Hostel
 Youth Centre
 Ofafa (Anderson) Estate
 Stadium
 Kenyatta Sports Ground
 Inspection of stores and inventories

Checking and signing the departmental invoices for payment by the Treasurer

Control and sanction of staff leave

Arrangement of the departmental participation in the Kisumu Annual Agricultural Show

Co-ordination of Voluntary Social Organisations

Other duties as may be prescribed by the Director from time to time.

Public Ceremonies

3. Housing Clerk:

Responsible to the Director of Social Services for:

- Housing management duties
- Maintenance of housing waiting list
- Letting of accommodation as laid down by the Council Regulations.
- Receipt of complaints of the tenants
- Inspection of rental premises for repairs etc.
- Other duties as may be prescribed by the Director from time to time.

4. Departmental Clerk

Control of inward and outward mail

Office routine

Office equipments

Filing system

Local purchase order

Control of typing of correspondence

Allocation of duties to clerical staff

Petty cash. Control of Master Roll

Checking revenue collected in the department, other than housing revenue and other revenue collected on behalf of the Town Treasurer.

Tenant Purchase Housing records
 Site and Service Housing records
 Leave record for staff
 Control of subordinate staff

5. Clerk Typist

Secretary to the Director

Queries of the office of the Director

Typing of correspondence

Appointment and guide for interview by the Director of Social Services.

6. Welfare Officer

Rural county development work

Sports and Athletic administration for Schools and general public

Co-ordination of Sports and Games Organisations

Liaison with Provincial Sports Officer in all matters pertaining to sports and games.

7. Welfare Officer (Nursery Schools Supervisor)

Supervision, administration and inspection of Nursery Schools.

Welfare of Nursery Schools' children with parents

Planning of curricula of nursery schools.

Research and implementation of new methods of nursery school teaching

Seminar and refresher courses for nursery school teachers

Checking of nursery school fees payment

Responsible for Director of Social Services, for sending nursery school children for admission to primary schools

Workshop production of children's playing equipments

Children's Christmas Party

Public Ceremonies, Women's Clubs.

Other duties as may be prescribed from time to time.

8. Welfare Assistant I

General Welfare duties

Welfare of children deprived of normal social care

Case work, home life

Juvenile Delinquency

Welfare of destitute adults

Youth Welfare activities

Adult Education and adult literacy .

Evening continuation classes

Welfare work for physically disabled persons

Social survey

Social case work

Public ceremonies

Other duties as may be prescribed from time to time.

9. Welfare Assistant II (Social Centre)

Lectures, debates and discussion

Social centre indoor and outdoor games

Radio and television

Cinema and Cinema equipments

Public address system equipments

Other duties as may be prescribed from time to time.

10. Welfare Assistant II (Field Work)

Arrangement of soccer fixtures

Arrangement of athletic fixtures

Responsible for playing fields

Municipal stadium

Kenyatta Sports Ground

Arrangement of outdoor games:-

Netball

Volleyball

Basketball

Boxing.

11. Youth Centre Leader (Senior Welfare Officer in-Charge)
 Administration of the Youth Centre and fees collection
 Control of teaching staff
 Supervision of courses
 Admission
 Selection of Youths for different courses
 Other duties as may be prescribed from time to time.
12. Mama Ngina Hostel Superintendent
 Control of the hostel staff
 Control of catering of children
 Cleanliness of the hostel compound and premises
 Work with the children welfare society for
 administration and removal of children from the hostel.
 Keeping records and registers as prescribed by law
 Other duties as may be prescribed from time to time.
13. Nursery Schools:
 Heads of respective nursery schools are in charge
 of teaching and fees collection.
14. Community Development: Assistants
 General Social Welfare work in extended areas
 Community Development work in extended areas
 Youths and Women's Clubs
 Other duties as may be prescribed from time to time.

E.P. MENYA OKUMU
AG. DIRECTOR OF SOCIAL SERVICES

22nd March, 1977

MUNICIPAL COUNCIL OF KISUMU

SOCIAL SERVICES AND HOUSING DEPARTMENT

P. O. Box 105,
KISUMU

18th March, 1977

Our ref: 500/7

.....
.....
.....

Dear Sir or Madam,

WAITING LIST REVIEW

I note you registered your name with this office for housing accommodation in our Estates and your waiting list number is

Would you please inform me as soon as possible whether you still need a house. Please note that this inquiry does not necessarily mean that a house will be found for you immediately; it is a routine check only.

Unless I hear from you by 30th April, 1977, I will take it that you no longer need a house and therefore your name will be removed from the waiting list.

Please enter information required on the space provided below; detach it and forward it to this office as soon as possible but not later than 30th April, 1977.

Yours faithfully,

Ag. Director of Social Services

NAME: -----

ADDRESS: -----

MARRIED OR SINGLE? -----

NUMBER OF CHILDREN:-----

OCCUPATION: -----

PLACE OF RESIDENCE: -----

DO YOU STILL WISH TO REMAIN ON OUR WAITING LIST? -----

STATE YOUR PRESENT WAITING LIST NUMBER:-----

NAME OF ESTATE YOU APPLIED FOR ACCOMMODATION:

DATE: SIGNATURE:

MUNICIPAL COUNCIL OF KISUMU

SOCIAL SERVICES AND HOUSING DEPARTMENT

Our Ref: 500/20

P. O. Box 105
KISUMU

Date:

Dear Sir/Madam,

ARREARS OF RENT

PREMISES _____

I note from my rent records that you did not pay last month(s) rent, with the result that you are now in arrears to the extent of

The rents are due and payable monthly in advance and on 1st day of each month.

When arrears appear against your name, you are breaking the Conditions of Tenancy that are agreed between yourself and the Council.

Would you therefore note that you must pay your rent amounting to Shs. within the next 48 hours and not later than Failing this, action will be taken against you for recovery of the debt and possession of the premises at your own cost. This is the last warning to you. Do not blame the Council for taking such drastic action for your own breach of the Tenancy Agreement.

Yours faithfully,

DIRECTOR OF SOCIAL SERVICES

- c.c. Town Clerk,
- Town Treasurer,
- Town Engineer (Lorry to be available)
- Municipal Advocate
- Enforcement Officer (Make 4 Askaris available)

MUNICIPAL COUNCIL OF THIKAMUNICIPAL HOUSING ESTATESAPPLICATION FORM

NAME: _____

IDENTIFICATION NO. _____

ADDRESS: _____

TELEPHONE NO: _____

WHERE ARE YOU LIVING AT PRESENT? _____

OCCUPATION: . _____

EMPLOYER: _____

PLACE OF WORK: _____

WAGE OR INCOME: _____

HOW MANY ROOMS DO YOU WANT? _____

DATE: _____

Signature of applicant.

Please return this form to the Housing Officer at the
Town Hall, P. O. Box 240, THIKA.

NOTE:- Applicants are advised to notify any change of
address.

N.B. (a) Houses will only be allocated to those applicants
who have paid their rent in advance in accordance
with Council's conditions of tenancy.

FOR OFFICE USE ONLY:

Date application received: ----- Allocation -----

Waiting list number ----- House No. -----

Date applicant informed: ----- Estate: -----

G.P.T. Reference No.-----

Date of allocation: -----

MUNICIPAL COUNCIL OF THIKAMUNICIPAL HOUSING ESTATESTENANCY AGREEMENTS

Estate

House No. Space

Monthly Rental

Tenant's Name

Lodger's Name

Identity No.

T.M.C. No.

Date of Entry

KADI HII NI LAZIMA IONYESHWE WAKATI
 YA KULIPA PESA ZA NYUMBA

(PLEASE SHOW THIS CARD WHEN PAYING HOUSING RENT)

CONDITIONS OF TENANCYWHAT TENANTS MUST DO

1. To pay rent for the house occupied on the 1st day of every month.
2. To meet cost of repairing any damage caused to the house or compound arising from negligence by the tenant or persons living with him.
3. To report to the Council any defects that need repair.
4. To throw water and any refuse from the housing into the dustbins.
5. To keep the premises and compound clean so as to keep away insect-borne diseases.
6. To keep the gardens and the dividing hedges clean.
7. To allow Council officials or agents to inspect the premises at all times.
8. To adhere to the regulations set for the African Estates.

WHAT TENANTS MUST NOT DO

1. Not to sublet the premises or keep visitors without written consent of the council.
2. Not to use the premises for business purposes.
3. Not to keep any animals or birds except cats
4. Not to extend any building or build any structures on the compound.
5. Not to brew or sell any liquor in the premises.
6. Not to keep any liquor in the premises without written consent of the Council.
7. Not to permit more people than allowed by the Council to sleep in the premises.

Any tenant who breaches any of these regulations of the Council will be given immediate notice to vacate the premises.

MINISTRY OF HOUSING

Ref: No. H.431/109

14th October, 1969

R. H. Nelms, Esq., F.R.I.C.S.
Head of Department of Land Development
University College
P. O. Box 30197
NAIROBI

Dear

HOUSING MANAGEMENT

Please refer to my letter Ref. No. Hou.431/50 dated 26th June, 1969, your reply dated 1st July, 1969, and to our brief discussion on this matter last week.

In paragraph eight of my above mentioned letter I stated that I had suggested to seven Municipalities in Kenya to consider to adopt trainees from students in the B.A. Land Economics course at the University College and the Municipal Council of Thika was willing to consider the suggestion and would therefore like to have details about students undertaking this course. I should therefore be glad if you would now let me have details on the students who would be completing the B.A. degree course next year, suggesting a few who you think would be suitable candidates.

I had also stated that there might, however be one problem, that any students sponsored by the Ministry of Education are bonded to serve the Government and that it might be difficult to expect them to work for local authorities, and that this problem could possibly, however, be sorted out with agreement of the Ministry of Education.

The Sub-professional crash training course which I was trying to organize at the Kenya Institute of Administration, Kabete, this year in which you had agreed to participate has had to be postponed until 1970 in view of the poor response from Local Authorities. I hope that we will get the same support from you next year when we try once again to launch the course.

In the meantime however, I would be glad if you could let me have details on the students undertaking the B.A. degree course in order that I could pass the information to the Municipal Council of Thika.

Yours sincerely,

for: CHIEF ESTATES OFFICER
PERMANENT SECRETARY

MINISTRY OF HOUSING

HOU 431/114

12th May, 1971

R.H. Nelms Esq., F.R.I.C.S, M.I.S.K.
Head of Department of Land Development,
University of Nairobi,
P. O. Box 30197,
NAIROBI.

Dear

HOUSING AND ESTATE MANAGEMENT COURSE

You will recall that the sub-professional crash training course which I was trying to organise at the Kenya Institute of Administration towards the end of 1969 had to be postponed at the last moment due to poor response from Local Authorities in nominations for the course and also because the few candidates nominated did not possess the basic academic standard of a School Certificate which was considered necessary in view of the subjects which were to be included in the course.

2. You will also recall that you had indicated that your Department would be willing to participate in the course in the teaching of subjects like building construction, building maintenance and building services. This matter was, however, left resting with your letter dated 1st July, 1969 and my reply thereto Ref: HOU 431/109 dated 14th October, 1969.

3. Recently a Conference of Heads of Social Services and Housing Departments of Local Authorities was held in Nairobi at which a resolution was passed requesting the Director of Social Services and Housing, City Council of Nairobi, to organise a Housing and Estate Management course for existing staff of Local Authorities either at the Kenya Institute of Administration or at the Adult Studies Centre, Kikuyu. The Director of Social Services, City Council of Nairobi, has therefore written to me soliciting my assistance in this matter and seeking this Ministry's co-operation in organising such a course.

4. I am, therefore, keen to initiate such a course and think that, as a start, a 2 to 3 months intensive sub-professional training programme to train and to improve further the existing personnel employed by Local Authorities in Housing Management may still be suitable. Two very important aspects of this matter would, however, be the number of candidates which could be mustered to

make the whole affair worth while, and the basic academic limit which should be laid down in view of the subjects which will have to be included in such a course.

5. The Director of Social Services and Housing is reported to have said at the Conference of Heads of Social Services and Housing Departments of Local Authorities that the minimum educational standards required need not set high in the first instance, as the aim would be to get some training for the existing staff and that experience would form a major part of the qualifications and that the candidate with K.P.E. or the present C.P.E. backed with experience in housing estate management should be acceptable. The idea being to start slowly and to tighten up on approved qualifications. The Director has also listed subjects which he suggests should be included in the syllabus for the course.

6. Although he gives no detailed content of the subjects suggested by himself, these are the same subjects which were to be included in the Sub-professional course during 1969 designed to train and to improve existing staff in Local Authorities until the emergence of graduates who would be able to fulfil needs of Local Authorities in this field. It was, however, your opinion and of the Head of the Department of Local Government in the Kenya Institute of Administration, who were all going to participate in lectures and discussions for the course, together with the undersigned, that the basic academic standard necessary for a candidate be a School Certificate, how-so-ever he may be experienced in the field in a Local Authority, in order for him to be able to fully grasp the economic nature of the different subjects. We all considered that it would only be worth while for us to devote time towards this course if the students had the basic academic standard. The standard was therefore fixed at a School Certificate level. If what the Director suggests now, is agreed in that the basic academic standard is reduced the subject content will have to be watered down considerably and I wonder if under those circumstances your Department would still be keen to participate in such a course. However I should be glad to have your comments on this aspect in order that further careful consideration be given to this matter in conjunction with the Head of Department of Local Government at the Kenya Institute of Administration. I should also be glad to have an indication from you in principle that your Department would be keen to participate in the course in the teaching of subjects like building construction, building maintenance and building services if I am successful in mounting this course in the near future.

7, The Principal of the Kenya Institute of Administration has asked me to comment on the feasibility of holding such a course in the near future, particularly as regards the numbers likely to be available. He could not, however, commit himself that it would prove possible to run such a course even if the demand was sufficient as there may not be accommodation available this year. Mounting of such a course would also depend to a large extent on whether or not you would be able to provide the specialised lecturing staff needed.

8. I will, in due course, circulate all Local Authorities again and ask them to indicate whether there has been any improvement in their staff position and whether they would have suitable candidates to nominate for the crash training programme.

9. In the mean time I would be glad to receive your comments on the points raised in paragraph 6 above.

Yours sincerely,

For: PERMANENT SECRETARY

MOMBASA MUNICIPAL COUNCIL

WORKS REQUISITION

67800

Serial No.

To		From		<u>Date</u>
B. W. Section		Name		<u>Fin. Code Number</u>
Elect. Section		Section		
Highways Section		The following defects require attention:		
Parks Section				

Location of Property	Defect

Please put "X" where applicable

Signed _____

