

EVALUATION OF SERVICE DELIVERY:

COLESBERG

RESEARCHED AND WRITTEN BY:

**DOREEN ATKINSON (HSRC)
NTOBEKO BUSO (HSRC)
DANIEL PIENAAR (HSRC)
REV CARIN VAN SCHALKWYK (CONSULTANT)
PULANI SIMES (FIELD WORKER)
TLALANE LEKHANYA (FIELD WORKER)**

5 MAY 2003

THE RESEARCHERS WOULD LIKE TO EXPRESS THEIR SINCERE APPRECIATION FOR THE ASSISTANCE BY THE UMSOBOMVU MUNICIPALITY, THE KAROO DISTRICT MUNICIPALITY, OTHER GOVERNMENT DEPARTMENTS, AND MEMBERS OF THE PUBLIC, WHO PROVIDED INFORMATION AND INSIGHTS.

CONTENTS

	1. AN OVERVIEW OF IMPACTS	
	2. AREA DESCRIPTION	
2.1	<i>Situation</i>	4
2.2	<i>Natural features and economy</i>	4
2.3	<i>Population profile</i>	5
2.4	<i>Service delivery trends in Colesberg and its surroundings</i>	6
	3. DEVELOPMENT AND PLANNING OBJECTIVES	7
3.1	<i>Proposals contained in Umsobomvu’s IDP</i>	7
3.2	<i>Budgetary issues arising from the IDP</i>	9
3.3	<i>Municipal capacity</i>	10
3.4	<i>Developmental status of Colesberg</i>	11
3.5	<i>Methodology</i>	13
	4. DELIVERY FOCUS AREAS	
4.1	<i>Social security</i>	15
4.2	<i>Water</i>	21
4.3	<i>Electricity</i>	22
4.3	<i>Sanitation</i>	23
4.4	<i>Housing</i>	26
4.6	<i>Education</i>	29
4.7	<i>Health</i>	35
4.7	<i>Telecommunications</i>	40
4.7	<i>Economic development</i>	40
	A. Department of Labour: Skills Development Programme.....	40
	B. LED Fund Projects.....	42
	C. Department of Social Development: Poverty Alleviation project.....	45
	D. Tourism promotion.....	45
	E. Promoting LED linkages with business and community organisations.....	47
4.10	<i>Community Safety</i>	48
4.11	<i>Department of Justice</i>	55
4.12	<i>Agriculture and land reform</i>	57
4.13	<i>Roads and transport</i>	63
4.16	<i>Public facilities (including the new sports centres)</i>	66
4.17	<i>One-stop centre</i>	68
4.17.2	<i>Goals and Objectives</i>	68
	5. COMMUNITY PERCEPTIONS	
1.	<i>Shortage of food</i>	70
2.	<i>Most urgent development needed</i>	70
3.	<i>Successes and failures: The view from the bottom up</i>	71

1. AN OVERVIEW OF IMPACTS

Colesberg has received a significant amount of attention during the last five years, in terms of government funding and projects. Generally, a sectoral overview reveals the following:

- Sanitation projects have been extensive (water-borne and VIP sanitation), and have generally been implemented effectively
- There have not been any water provision programmes, since the level of water supply in Colesberg was relatively good by 1996
- Housing projects have been compromised by the involvement of poor contractors, and the municipality seems to feel that it has lost control of the housing process. There are also suggestions of political favouritism in the allocation of houses.
- LED projects have had mixed success, with the collapse of a poverty alleviation project, and the partial success of an LED Fund project
- A lot of money has been allocated to recreation facilities, and these were successfully constructed
- Land reform has had mixed success: A farm has been acquired for emergent farmers, but there has been insufficient “after-care”, with the result that the beneficiaries have experienced problems with agricultural livelihoods
- The condition of rural roads has worsened, but repairs have been undertaken on the N1 highway, and a new road near Noupoort is being built
- Several clinics have been built in Colesberg, but there is a shortage of nurses and especially, a shortage of doctors
- Welfare services are under severe pressure due to a shortage of staff, and the grants systems are not reaching sufficient beneficiaries. The staff can also not cope with the huge demand for urgent remedial services.

The municipal administration has reached a fair degree of stability after the re-demarcation. It is coping with the basics of municipal service delivery, and has achieved several of the infrastructural goals of its IDP. But the impression is gained that it cannot cope very well with additional developmental tasks, particularly with regard to poverty alleviation, LED, tourism, emergent farmers’ support, and environmental management.

Some co-operation amongst government departments has been achieved, often on an *ad hoc* basis. In particular, the education, social development, and policing sectors seem to have promoted co-operation with other departments, and with non-state organisations. However, there still remains problems of securing integration and co-operation amongst government departments. The “one-stop shop”, which provides a locale for government services, has not achieved real co-operation amongst government departments.

It seems, therefore, that residents in Colesberg have experienced improvements in physical infrastructure (clinics, toilets, telephones, electricity, recreation facilities). At the same time, there is a severe need for more staff to undertake the human aspects of

development (e.g. medical services, welfare services, small business support, support for land reform beneficiaries, tourism, and policing). The Justice Department is poorly staffed, but is coping with its workload by a great deal of overtime work.

The shortage of staff for human development remains a major cause for concern. The most urgent need is for social workers, doctors, business mentors and agricultural extension officers. In the case of the Department for Social Development, there are widespread problems with the registration of people for social grants, with long delays experienced by very poor residents.

Some programmes have been poorly designed. The poverty alleviation project (a chicken project) clearly stood little chance of success, due to the lack of effective business mentoring. The LED Fund project has taken a great deal of effort to get started, and its sustainability remains uncertain. There is a need to reconceptualise LED more effectively, to focus on general business support, rather than on specific once-off projects.

2. AREA DESCRIPTION

2.1 Situation

Colesberg is situated in the north-eastern part of the Northern Cape province, on the boundary with the Free State Province. It is located 30 km from the Orange River (or Xhariep River).

Colesberg is the “capital” of the new Umsobomvu Municipality. The other components of this municipality are Noupoot, a town facing dramatic economic decline after the virtual closure of the Spoornet station, and Norvalsfontein, a small black settlement located near the Gariiep Dam. Colesberg is located in the Karoo District Municipality, whose administrative capital is De Aar, 140 km from Colesberg by tarred road.

2.2 Natural features and economy

The Karoo area is drier than most of South Africa, but it has fertile agricultural land. The main economic base of the northern Karoo is sheep farming, although game farming is becoming increasingly popular, and this has led to a significant increase in specialised tourism (hunting, including foreign hunters). The agricultural sector has now been overtaken by Community Services (notably government services, and some tourism) as the main employment generator of the area. About 58% of the economy is based on community services, whereas 15% is based on agriculture, 10% on trade and 7% on electricity generation.¹

¹ Drawn from Urban-Econ, *Final Draft: LED Study*, for Department of Local Government and Housing, Northern Cape, November 2002, p. 23.

The economy has generally remained stagnant over the past decade. The growth of community services was balanced by a decline in the agricultural sector. According to the Municipality's draft IDP, there are about 247 farms in the municipal area, and about 20% of them are unoccupied.² Between 1980 and 1991, agriculture grew by a nominal rate of 15% per annum, but when inflation is taken into account, this would have virtually wiped out any real growth.³

Some economic growth may result from the recent increase in tourism, due to Colesberg's location on the N1 highway, and about 60 accommodation facilities have been established in the last three years.

The soils of the Karoo need skilled management to ensure sustainable production. The veld is very susceptible to overgrazing, and when the vegetative cover is weakened, erosion accelerates. The condition of natural grazing in the Karoo is deteriorating at an alarming rate, due to overstocking, and this will lead to agricultural decline in the long term.⁴ Very little irrigation agriculture takes place along the Orange River in the Colesberg area.

Multiplier effects of local production are generally low, with most inputs purchased outside the area, and most commodities destined to markets outside the district. Relatively little value-adding or processing takes place.

Almost all economic growth indicators are negative in Colesberg. Between 1980 and 1991, the primary study

2.3 Population profile

The population of the Umsobomvu Municipality is estimated to be between 27 000 and 28 888.⁵ However, sources differ, and another source (the IDP, based on the 1996 census) puts the figure at 15 365.⁶

In the 1996 Census, Colesberg had 2 733 households, and a population figure of 12 738. However, rapid urbanization in Colesberg is taking place, and it is likely that this figure has increased significantly since then. A study conducted in 1997 estimated the

² They are used as stock ranges. Umsobomvu Municipality, *Integrated Development Plan*, (draft June 2002), p. 13.

³ Data Research Africa, *Northern Cape Strategy: Regional Spatial Development Report*, April 1997, for Department of Economic Affairs, Northern Cape.

⁴ Urban-Econ, *Final Draft: LED Study*, for Department of Local Government and Housing, Northern Cape, November 2002.

⁵ Drawn from Urban-Econ, *Final Draft: LED Study*, for Department of Local Government and Housing, Northern Cape, November 2002; based on figures drawn from the PIMSS (2001), DBSA (1999), and Demarcation Board (1996), p. 17.

⁶ Umsobomvu Municipality, *Integrated Development Plan* (draft June 2002), p. 12.

population of Colesberg to be 16 029, and anticipated that it would grow to 20 609 in 2005.⁷

The average number of farm workers per farm in the Karoo district has declined from 4.5 per farm in 1996 to 3.6 in 1998. Employment of permanent labour has decreased markedly (20% from 1996 to 1998), and seasonal labour has decreased (2.5% from 1996 to 1998). In contrast, employment of casual farm labour has increased by 8.5% during the same period.⁸ This is attributed to the following factors: (1) Basic conditions of new employment acts, such as minimum wages; (2) Legislation regarded by farmers as “agriculture-unfriendly”, such as the Security of Tenure Act; and (3) Harsh economic circumstances such as high interest rates and input price increases.

Umsobomvu Municipality is characterised by high levels of unemployment, which was worsened by the downscaling of Spoornet’s activities. This has led to widespread poverty. According to the 1996 census, 293 households in Umsobomvu had no income at all, while 933 households receive under R500/month (out of a total of 2728 households).⁹

Colesberg is faring better than its sister communities of Noupoort and Norvalspont, with an unemployment rate of 40% (1996 census), compared to 65% unemployed in Noupoort and 64% unemployed in Norvalspont. Nevertheless, between 1980 and 1991, employment in the agriculture sector decreased by 1% per annum, in industry by 3% p.a., and in the tertiary sector 3%. This amounted to an overall *loss* of 953 jobs between 1980 and 1991.¹⁰ It is likely that this trend has continued during the 1991-2001 decade.

Income levels are generally very low. In 1996, 47% of households in Colesberg earned less than R500/month, and 18% earned between R500 and R1000.

Skills levels are generally low. Approximately 26% of the population of Umsobomvu Municipality does not have any formal form of education (i.e. one in every four persons is illiterate).¹¹

SERVICE DELIVERY TRENDS IN COLESBERG AND ITS SURROUNDINGS

⁷ Data Research Africa, Regional Spatial Development Report, April 1997, for Department of Economic Affairs, Northern Cape; p. 31.

⁸ Urban-Econ, *Final Draft: LED Study*, for Department of Local Government and Housing, Northern Cape, November 2002, p. 78. Figures obtained from the Northern Cape Agricultural Union.

⁹ Umsobomvu Municipality, *Water Services Development Plan, 2000; Integrated Development Plan*, (draft June 2002), p. 10.

¹⁰ Data Research Africa, *Northern Cape Strategy: Regional Spatial Development Report*, April 1997, for Department of Economic Affairs, Northern Cape.

¹¹ Urban-Econ, *Final Draft: LED Study*, for Department of Local Government and Housing, Northern Cape, November 2002, p. 18.

Colesberg has been identified as a key nodal point in the Northern Cape, and it has therefore attracted significant attention by government departments. The building of three clinics in Colesberg, for example, testifies to its perceived strategic importance.

There are several potential reasons why Colesberg is regarded as strategically important. Firstly, it is situated on the N1 highway, and therefore has some tourism potential, as well as being an important service centre for users of the highway. Its location near the Gariiep Cam contributes to its tourism potential. Secondly, it is situated in fertile sheep-farming country. Thirdly, it is in a politically contested area, where a large majority of residents are Xhosa-speaking. There is a lurking threat that the residents would like the provincial boundaries to be redrawn, so that Colesberg can be included in the Eastern Cape.

A noteworthy aspect of development trends is the decline in expenditure on rural areas, due to the amalgamation of rural and urban municipalities. Before 2000, the E'boya Rural Council received an intergovernmental grant of R100 000 for each of the 1996/7 and 1997/8, which was used for capital grants. This funding was typically spent on farm worker water and sanitation provision, and electricity.¹² Since December 2000, farming areas have been included in the same municipalities as urban areas. At present, equitable share funding is used almost exclusively for indigents' water and sanitation services, to the detriment of the farm worker community.

3. DEVELOPMENT AND PLANNING OBJECTIVES

3.1 Proposals contained in Umsobomvu's IDP

The IDP focuses primarily on infrastructural and social development, with relatively less emphasis on economic development. The IDP draws particular attention to the high rate of HIV/AIDS infection in Umsobomvu, which is the highest level in the Northern Cape.¹³

The IDP for Umsobomvu's IDP makes provision for the following programmes and projects:

1. Electricity

The IDP envisages the installation of electricity in three areas:

- Colesberg: 1162 households (estimated R3 137 400)
- Noupoot: 305 households (estimated R823 500)
- Norvalspont: 100 households (estimated R270 000).

2. Water and sanitation

¹² Doreen Atkinson, *Rural Local Government in the Northern Cape*, study undertaken for Land and Agriculture Policy Centre, 1997.

¹³ Umsobomvu Municipality, *Integrated Development Plan*, 2002, p. 11.

Street taps will be replaced by household connections. This is estimated to cost:

- Colesberg: R13 million
- Noupoort: R3,149 million
- Norvalspont: R420 000.

Bucket toilets should be replaced by water-borne sewerage.

3. *Sports and recreation*

The following projects are envisaged:

- Upgrading the present sports grounds
- Building new sports grounds
- Providing recreational facilities for the three communities.
- Raising sponsorships from companies.

4. *Road maintenance*

This involves upgrading the major roads in the Umsobomvu Municipality. However, the length of roads have not been specified. In addition, road signs need to be improved.

5. *Health*

The IDP makes provision for building clinics and hospitals, and the training of paramedics.

Interestingly, the IDP also envisages the establishment of hospices for the terminally ill. The IDP suggests using sections of existing hospitals for this purpose, and training volunteers.

6. *Housing*

The IDP envisages the building of houses in all three communities:

- Colesberg: 1 162 houses: Estimated R23,240 000
- Noupoort: 305 houses: Estimated R6 100 000
- Norvalspont: 100 houses: Estimated R200 000.

7. *Poverty alleviation projects*

Various proposals are made:

- Establishing labour-intensive industries
- Using local labour for road maintenance (Estimated cost: R19,5 million for Colesberg, R19,5 million for Noupoort, and R250 000 for Norvalpont)

- Bakery and community shop in Norvalspont
- Wool and craft project, chicken project, commonage project in Noupoort
- Olive Tree project, chemical project, brick-making project, canned meat project, tourism events.

Other projects identified by the municipality include a canned meat facility (R1.67 million), now in the pre-planning phase; and a wool washing, spinning and weaving industry (R1.46 million), for which funding is being sought. The best prospect for economic growth in Colesberg is the Tiger Moon project (a tiger rehabilitation game park), planned along the Orange River, and which will have major tourism spin-offs. Another potential mega-project is the allocation of irrigation land and water rights along the Orange River. Both these projects are still in the planning phase.

Several of the projects assessed as part of the Cabinet 10-year Review Study of Colesberg (April 2003) were included in the IDP. These include a new clinic, housing projects, two income-generating projects, waterborne and VIP sanitation, labour-based road construction, and a new recreational centre. This indicates that the IDP is becoming a substantive guide to capital expenditure.

3.2 Budgetary issues arising from the IDP

The envisaged projects will require a great deal of project management, of two distinct types:

- Infrastructural and engineering projects, in the case of electricity, water, sanitation, housing and road maintenance. This would involve the drafting of business plans, the costing of projects, the design of Terms of Reference for consultants, project supervision, recruitment and management of local labour, assisting emergent contractors, and monitoring and evaluation.
- Business skills, in the case of LED and poverty alleviation projects. Such projects would require intensive community interaction, building community institutions (e.g. steering committees), writing business plans, raising funds, distributing funds to projects, assisting committees to become self-sufficient, providing management mentoring, and monitoring and evaluation.

These projects will place enormous demands on the Technical and Community Services Departments of Umsobomvu Municipality. It is likely that Department Heads will need the assistance of several Deputy Managers or Project Managers.

In the case of infrastructural projects, ongoing Operations and Maintenance requirements need to be determined and costed. The maintenance of water and sanitation infrastructure, in particular, is labour-intensive. The municipality will also need a reliable supply of spare parts, and equipment (such as water and sewerage pumps) and vehicles will need to be serviced regularly. A Preventative Maintenance Plan (PMP) will need to be drafted, to determine the extent of recurrent costs.

The Umsobomvu area has received substantial attention from the Northern Cape provincial government in the form of development projects.¹⁴

3.3 Municipal capacity

One of the key issues to address is municipal capacity. Umsobomvu is a fairly strong municipality in the Northern Cape; nevertheless, it also has capacity problems.

An organigram has been drafted for the Municipality:¹⁵

- The senior administrative staff are located in Colesberg, with operational staff located in all three towns.
- Senior management consists of the CEO, Treasury Department, Administrative Department, Health Department and Engineering Department.
- The Engineering Department includes Public Works, Water, Electricity and Commonage functions.

Generally, Umsobomvu appears to have progressed well with the amalgamation of the erstwhile autonomous TLCs. However, developmental capacity in the outlying offices (Noupoort and Norvalspont) is very inadequate, and only basic services are provided at present. Developmental projects are managed from Head Office in Colesberg.

Noupoort has a Head Clerk (who also performs financial management functions), a cashier, a Librarian, Meter readers, Electrician, Works Foreman and cleaners. Norvalspont has a Head Clerk (who also functions as a Cashier), a tractor driver and two labourers. In the light of the extensive projects contemplated in the IDP, it is likely that more than one development manager or project manager may be required in each locality.

The current Town Engineer is trained in Environmental Health. There is a need for a properly qualified Head of Engineering. Furthermore, the Technical Foreman needs additional management skills. There is a need for additional supervision of the works foreman, or a new and better qualified works foreman.

A major concern is the municipality's poor cash flow and problems of service payments defaulting. This has resulted in poor infrastructural operations and maintenance. In addition, several of the staff members in the technical services department are poorly trained, and this results in a heavy reliance on technical consultants.

There is no Maintenance Plan in Umsobomvu. The Municipality has inherited many maintenance problems from the previous municipalities. This has been largely due to cash flow problems, but also due to inadequate technical staff.

Some of the problems are the following:

¹⁴ Umsobomvu Municipality, *Integrated Development Plan*, 2002 (draft June 2003), p.9.

¹⁵ The information in this section is drawn from the Water Services Business Plan.

- The vehicles in Noupoort and Colesberg are very old. This includes the suction vehicles in Colesberg. Three new vehicles are needed.
- In Noupoort, old booster pumps will need to be replaced.
- In Noupoort, telemetry equipment needs to be repaired
- Colesberg needs a new pipeline from the reservoir to the residential area.
- There is no Maintenance Plan and therefore no proper costing for O&M. For example, there is no servicing of valves in the pipes, which can cause a disastrous situation if a serious break occurs. This should be addressed as a matter of urgency.
- Norvalspont needs a telemetry system to control the pumps which pump water into the reservoir.
- A general telemetry system is needed to prevent overpumping of boreholes throughout all three towns (this has been costed at about R1.2 million).

However, customer service is fairly good. Complaints are recorded and most problems (e.g. drain blockages) can be fixed during the same day. Sucking of tanks depends on the availability of vehicles.

3.4 Developmental status of Colesberg

Colesberg is increasingly regarded as an important developmental node in the Northern Cape, due to its location on the N1. This means that a significant number of government projects have been implemented in Colesberg. These include:

- Housing
- Sanitation (waterborne and VIP), funded by CMIP, the District Municipality and DWAF – primarily to eradicate the bucket system
- An LED project (Wool and craft production) funded by the Department of Provincial and Local Government
- A poverty alleviation project (chicken production), funded by the Department of Social Development
- Several land reform transfers (farms, smallholdings and commonage)
- Electricity (Escom)
- Road maintenance (the N1, and a new road near Noupoort)
- A new hospital and clinic
- SMME and skills training (Department of Labour).

The projects have had varying degrees of success:

Sector	Projects/services	Funder	Funding amount	Status/Successes/Problems
Housing	192 houses – Colesberg	Dept Housing	Not clear	Completed, after several delays. Doubts persist concerning the quality of the houses
	31 houses- Colesberg	Dept of Housing	Not clear	Under construction
	192 houses –	Dept of	Not clear	Not yet implemented

	Colesberg	Housing		
	100 houses – Norvalspont	Dept of Housing	Not clear	Completed
	100 houses – Noupoort	Dept of Housing	Not clear	Completed
Poverty alleviation	Chicken project	SA Breweries	Not clear	Collapsed
Sanitation	Waterborne sewerage - Kuyasa	DWAF		Completed, after several delays. 13 people trained
Sanitation	VIPs – informal settlement	DWAF		Completed
LED	Wool and crafts	LED Fund (DPLG)	R1 400 000	Project partially successful. 36 people trained and are participating
Recreation	Sports complex - Norvalspont	National Lottery Fund	R 1, 6m	Not yet implemented
	Sports Complex- Colesberg	DSR	Unknown	Completed
	Community Sports Complex- Colesberg	National Lottery Fund	R700 000	Not yet implemented
Land reform	One farm in Colesberg One farm in Noupoort	DLA	Unknown	Completed. Effectiveness of commonage management is unclear.
Roads	N1 highway repairs	National Roads Agency	Unknown	Proceeding. Using local labour.
Roads	New road near Noupoort	Prov Dept Roads and Karoo DM	Unknown	Proceeding. Using local labour.
Welfare	Crèche	Prov Dept of Transport, Roads and Public Works	R 215 000	Completed
Public Works	Cleaning of Colesberg streets	Karoo DM	R400 000	Completed. More than 100 people worked on a rotational basis
LED	Manufacturing of chemicals (Chemical Factory in Noupoort	Karoo DM	Unknown	Proceeding. Soap and chemical are sold to the schools, hospital and clinic.
Health	Building of Clinic in Lowryville	Department of Health	Unknown	Completed
Health	Building of Clinic in Kuyasa	Department of Health	Unknown	Proceeding
Health	Building of Hospital	Department of Health	Unknown	Proceeding
Health	Building of Love Life Centre in Colesberg	Department of Health	Unknown	Completed. Youth in Colesberg participated in discussion around prevention of HIV/AIDS

Safety and Security	Building of a Police Station in Kuyasa	Department of Safety and Security	Unknown	Completed
---------------------	--	-----------------------------------	---------	-----------

In general, representatives of government departments presented a positive picture of their achievements. However, three leader figures from civil society¹⁶ painted a very different picture. They maintained that there was virtually no interaction with government departments or the municipality, despite repeated attempts to achieve this. Furthermore, departments tend to be slow to respond to appeals for help from members of civil society organisations. According to these interviewees, government agencies are guilty of culpable negligence.

This discrepancy between the fairly positive portrayal by civil servants and the highly critical portrayal by members of civil society indicates that issues need to be investigated much more closely than can be done in “snapshot” locality studies.

3.5 Methodology

Interviews were conducted with the following institutional stakeholders:

Institution	Location
SAPS	Colesberg
Magistrate	Colesberg
Chamber of Commerce	Colesberg
Municipal Manager and financial manager, Karoo DM	De Aar
IDP manager, Karoo District Municipality	De Aar
Municipal Manager, Umsobomvu Municipality	Colesberg
Financial manager and technical manager, Umsobomvu Municipality	Colesberg
IDP officer, Umsobomvu Municipality	Colesberg
IDP officer, Karoo DM	De Aar
Hantam Educational Trust	Colesberg
Karoo Law Clinic	Colesberg
Skills Dev Programme, Dept of Labour	Kimberley
HIV/AIDS officer, Emthenjeni	De Aar
Field Officer, Dept Agriculture	Kimberley
Social Development Officer and Social Worker, Dept Soc Dev	Colesberg and De Aar
Two health officials, Dept Health	Colesberg
Animal health technician, Dept Agriculture	Colesberg
District Director, Dept Education	Colesberg
3 school principals, Dept Education	Colesberg
Manager, tourism office	Colesberg
Project officer, DHLG	De Aar

¹⁶ A clergyman from the United Reformed Church, Lowryville; and a white commercial farmer.

Technical services manager, Karoo DM	De Aar
Manager, Community Water and Sanitation Programme, DWAF	Kimberley
Helena Fouche, Consultant	De Aar
CBPW official, Dept Public Works	Kimberley
Majority party Councillor, Umsobomvu	Colesberg
Minority party Councillor	Colesberg
Karoo Law Clinic	Colesberg
Manager, one-stop centre	Colesberg
United Reform Church	Colesberg
SP v d Merwe, farmer	Colesberg

Some of the potential stakeholders were unco-operative, and refused to give interviews. This includes Escom and Telkom.

In addition, 17 interviews were conducted with rural and urban residents in the Colesberg area. Of these residents, 11 live in a formal township, 1 in an upgraded informal settlement, and 5 live on farms.

Of the 17 interviewees, 12 earn income from a job, 1 has a small business, and 10 depend on pensions and grants.

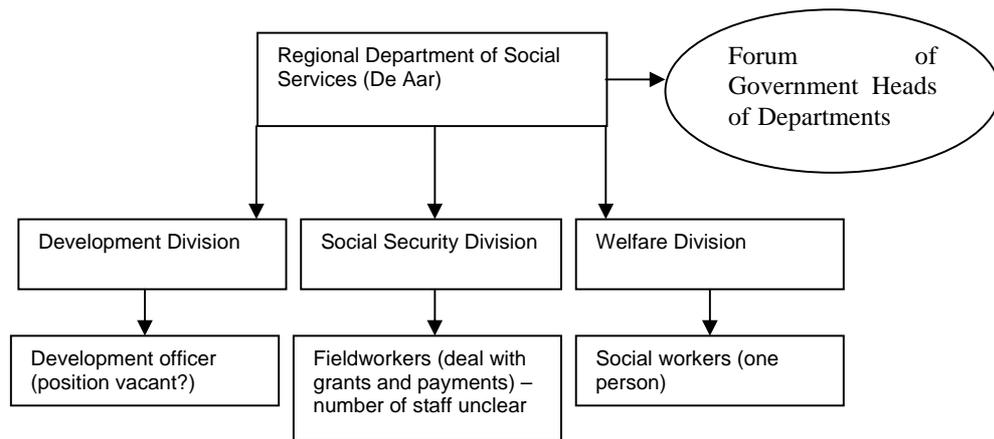
The interviewees are generally of drawn from lower income groups: Although statistics are not precise, it appears that 7 interviewees' households earn less than R1 000 per month; 8 households earn between R1 000 and R2000; and two earn above R2 000.

4. DELIVERY FOCUS AREAS

4.1 Social security

Two social services officials were interviewed:

- Director of Social Services Regional Office
- Social worker from the Department of Social Services



There are therefore three types of front-line staff:

- Social worker – doing individual cases, go to court, handle social problems of individuals
- Development officer – doing community development, such as job creation projects
- Field worker – doing registration and administration of social grants and pensions. These staff members do not handle the actual pay-out of grants (this function has been contracted out to a private company), but manages the “client interface” aspects of the function.

In the whole Karoo area, there is a total of 70 front-line staff. A breakdown for Colesberg town was unavailable.

4.1.1 Programme goals and implementation

The provincial government determined the goals, objectives and programmes, and then through the structure of management it was communicated to the field worker.

The beneficiaries of the programmes of the department of social services primarily are the aged, children and the disabled. They are selected via fixed criteria set by the

national government. The Department also renders services to people in need, the unemployed (through income generating projects) and victims of rape and family abuse.

80% of the services renders pertain to grants and 20% to development and therapeutic services.

There are five programmes administered by the Department of Social Development:

a. Development

- Alleviation of poverty for special interest groups such as women, people living with HIV/AIDS and people who are physically and mentally challenged
- Creation of community committees with special focus on the youth and the aged
- Initiation and management of income generating projects

It is difficult to measure the achievements with regard to the poverty alleviation programme. The government has changed its policy, and now expects members from the community to come forward to the development officer, with a proposal for an economic project. He/she then helps them to write a business plan and to get funding for the project if he deems it to be viable.

Only one development project (a chicken project) was initiated in Colesberg, but this project failed when the funding dried up. This experience, which was replicated throughout the Northern Cape, has led the Department to change its strategy with regard to development projects. The Department no longer initiates development projects. Instead, it responds to projects identified by community groups, and then may fund these projects if the Department is convinced that they are economically viable.

The projects face various problems with regards to sustainability: (1) the members that formed part of the projects were not ready to take responsibility for the projects; (2) the groups that were involved in the projects were too big; and (3) they didn't explore and develop their markets correctly.

b. Social Security

The relevant programmes are:

- Administration of all social grants
- Child grants up to 9 years
- Disability grants
- Monitoring the function of pay points
- Short term relief (Food packages for 3 Months)
- Cleaning the system of ghost payments
- Foster care grants

The Department's interviewee maintained that, in terms of the old age pensions and the grants for children, projects have been very successful and have reached the target for

2002. The reasons for the success are due to the fact that the fieldworkers are better trained, and that through community meetings they spread the word on how to go about to apply for old age pension and child care grants.

However, a non-governmental interviewee maintained that application forms often get lost, and then people have to apply again and again to get registered. In fact, the interviewee (a clergyman) maintained that very little information is distributed on how to apply for grants, and that the staff who work with registrations are not helpful to applicants, especially for illiterate applicants.

In terms of the disability grants, there is still much room for improvement. The applicant for a disability grant waits for a very long time before he/she receives the grant. This is due to the fact that there are only 2 doctors to do the medical examinations for the disability grants, and they are always working with a backlog. There is a need for more doctors to do the examinations so that all the needy people could receive disability grants.

The processing of the foster care grants is also problematic. It takes a long time (up to 18 months) before foster parents receive the grants. This is due to an overloaded judicial system, and there are not enough judges to streamline the process.

During the Colesberg project, interviewees were asked whether they knew of anyone in their neighbourhood receiving any social grants. Several residents were aware of the old-age pension, the child support grant, and disability grants. Certain grants were rarely mentioned, including the foster care grant and the government maintenance grant. Two grants (the war veteran grant and the flagship programme for unemployed women with children under 5) were totally unknown in Colesberg.

There is clearly a need for the government to create awareness among the residents about its grants and ultimately roll out such grants to people who qualify. This verifies the claim by the social worker (see below) that she does not have the time to hold community meetings or awareness programmes, as she is too busy with emergency cases.

It should also be noted, from the table above, that the prevalence of these programmes is even poorer in the farming area.

The Colesberg interviews showed that many people consult government office to access grants. Significantly, four interviewees spontaneously mentioned the social worker as the government employee they would approach to get government grants. This indicates that the social worker enjoys a significant degree of acceptance and credibility in the community.

However, serious questions need to be raised about the social impacts of grants. Social workers believe that families who receive child maintenance grants are encouraged to have more children. This implies that the payment of grants should be matched by additional front-line social workers, who can visit recipients and find out what the money is being used for.

c. Welfare

This section deals with remedial issues:

- Focus on children and their rights
- Securing children in danger
- Foster care placements
- Therapeutic services for rape victims, victims of family violence and victims of abuse
- Food security

Due to a shortage of staff, it is difficult for the caseworkers to achieve the abovementioned goals and objectives. They are currently just doing crisis management, and have no time to implement the objectives.

d. Food Security

This includes the following:

- Establishment of community gardens for those people who do not qualify for government grants and who are unemployed.
- Assessing households with no income to provide food parcels for a maximum time of three months to bridge the gap and ensure food security.
- Assisting the local Hospice to establish a food garden to feed their HIV/AIDS patients.

e. Community projects

This includes the following:

- Informing children about their human rights
- Informing community about social grants and how to apply for it.

Currently, the fieldworker in Colesberg has difficulty getting all these objectives done. People walk into her office seeking help. Beneficiaries find the programme frustrating because they have to wait for a long time before seeing the social worker, and then when she has seen them, they have to wait again for a long time to get the service rendered (foster care, etc.) due to a lack in manpower. She has a massive backlog of 97 cases, and has registered 40 new cases in the last three months. She therefore merely does crisis management. She was not able to hold any community meetings in Colesberg where she could inform the community about the possibilities of job, creation, food security, foster care, government grants and children about their human rights.

Part of the problem is that she is working also in Noupoort and Norvalspont. She is also responsible for all the administrative functions associated with running a social office, and has no administrative assistance. These functions take up a lot of her time, because she has no typing or computer skills.

4.1.2 Oversight and monitoring

Progress in the three departments is measured in terms of reports that the different departments and fieldworkers must complete on a monthly basis.

Theoretically, the development officer monitors the projects through written reports on a quarterly basis and through onsite visits to the individual projects by the development officers of the department. They in turn report back to their supervisors on how the project is doing. However, the development officer in Colesberg appears to have left, and has not been replaced.

The social workers write up reports to their supervisors, and have supervision with them on a monthly basis where their casework is discussed, as well as their performances and then they (social workers) report to the community through community meetings. But a major problem is that the Colesberg social worker has no time for this. The De Aar office knows about this problem of understaffing, but the budget is so limited that nothing can be done about it. This has major detrimental consequences on her productivity and effectiveness.

4.1.3 Funding and Spending

- **Inventory:** There is a complete inventory list in every office of all the office equipment such as telephone, copy machine, filing cabinet and a computer.
- **Budgeting:** Once a year the different heads of departments in the Social Service Departments come together and draw up a budget for the region. They send the budget to the provincial office, and there the budget is amended according provincial needs and availability of money.
- **Financial control:** Once a year the auditor general audits the books of the regional office. Every quarter there is an internal auditing of the books. The same principle that applies for the financial management and auditing of books applies for any other individual project where money and donor funding is involved.
- **Capacity constraints:** The fieldworker is experiencing capacity constraints with regard to staff and skills. She desperately needs an administrative assistant. If the department had enough funds she would like to go for a typing course and a basic computer course.

4.1.4 Cooperation with other Departments

- Agriculture

There are good interdepartmental relations between the Department of Social Development and the Department of Agriculture. The department of Agriculture has helped with the planning of a vegetable garden in Noupoort. DoA provided the seedlings as well as training for the members of the community on how to manage a vegetable garden. They are still involved in the project through training the people who work in the gardens.

- Police

There is not much cooperation between the fieldworker and the Police. The fieldworker complains that the Police are not doing their work properly in the sense that they do not take statements from her clients when they were raped. She also has difficulty with them when it comes to the application of the law when domestic violent crimes have been committed. They do not believe that the clients were subjected to violent acts, unless they show proof with bruises and injuries. Only then they investigate and take statements. The fieldworker is unhappy because after the Police have arrested youth offenders they do not contact her so that she could do assessments of the young culprits; instead, they just charge them and take them to court.

- Municipality

The fieldworker complains that the municipality does not have a fair procedure when it comes to allocation of government houses. She claims that the municipality removes the names of people from the housing waiting list. According to the fieldworker, ANC members and their friends get preference when it comes to housing. There are no guidelines available at the municipal offices on how to go about to apply for a house, or how to go about to complain about the situation.

4.1.5 Co-operation with non-state actors

- Hospice

There is good cooperation between her and Hospice. Hospice is currently in the process of establishing a food security project for the HIV/AIDS patients with the aid of the department of Social services and the Department of Agriculture.

- CPF (Community Policing Forum)

The social worker's perception is that the CPF is only available for support when they or their families stand to gain from a project themselves. She also remarked that they are not doing their job, she is consulted only when it concerns their safety and that of their friends and families.

4.1.6 Implementation

There is a staff of 70 for the region. They have undergone capacity training such as training in basic computer skills, (University of the western Cape) certificate training in development and (University of the Witwatersrand) training in public management. The

department has done a skills audit to see where training is needed and what kind of training is needed. However, in Colesberg there is only one staff member who is involved in the implementation of the programmes.

There is a gap in capacity building as there is no place for social workers to get de-stressed, and they do not have the capacity to analyze the stress levels of their fieldworkers.

4.1.7 Overall Success

Overall the Department of Social Development rates itself as 55%-60% successful in terms of succeeding in their objectives. The Department believes that there is good communication between itself and the community and that the job is done to inform the community about how to apply for grants and pensions.

The Department is aware of the problems that it is faced with such as shortage of staff and the stressful situations that the staff deals with. The Department would like to address this situation, but there is not enough money in the budget to do so. The department believes that it would boost the productivity of the field workers if it could get more staff, because the fieldworkers would then focus on their pressing tasks, instead of doing crisis management.

Many frustration that they have to deal with, and which cause them not to achieve all their objectives is actually not in their hands, i.e. the court system and the shortage of doctors to evaluate the application for disability grants. It would help them a lot if the government can look into this situation and appoint more staff in the judicial system and in the health system to help them to obtain their objectives.

Generally, it appears that government social service grants do not reach every body and this could be because of the shortage of staff as such government should employ more staff so that its services could reach as many people as possible.

The main point to make is, that there is so much social problems, that one can not expect one worker to do three towns, it is not possible for them get all the objectives done. In the light of worsening poverty and the HIV/AIDS crisis, this problem is likely to get much worse. There is a clear mismatch between social need and government budgetary provision.

4.2 Water

When the interviews were conducted, the relevant officials were not available for in-depth interviews. The section will present the views and experiences of the 17 respondents interviewed with regard to water provision.

At the time of the 1996 census, water provision in Colesberg was fairly well developed. Fifty-six percent of the population had on-site water supply, 34% had water provision in their dwellings, and only 10% depended on public taps.

This generally positive status of water provision is reflected in the 17 residents' interviews conducted as part of the Colesberg study. Of these interviewees, 13 had RDP levels of water supply (a tap in the house or in the yard). Four had non-RDP levels of water provision (standpipe, tanker or river). Not surprisingly, 13 residents thought that their water supply was satisfactory, while 4 felt that it was unsatisfactory. The majority of residents felt that water supply was getting better, while five residents thought that it had not changed.

Of the 17 respondents interviewed, 16 felt that there was usually enough water to meet their household demands, while 1 felt there was not. Furthermore, of 12 urban interviewees, 7 receive accounts for water.

In the last five years, 9 interviewees had experienced new water services delivered to their community. These were generally in the form of tankers in the neighbourhood or taps in yards. Ten interviewees felt that these services were in working order while 3 felt that it was not.

In general, therefore, progress is being made with upgrading water services in Colesberg.

4.3 Electricity

The relevant officials were not available for in-depth interviews. The section will present the views and experiences of the 17 respondents interviewed with regard to the provision of electricity.

Of the 17 interviewees in Colesberg, 13 residents enjoy electricity supply. These thirteen residents felt that electricity provision was satisfactory, whereas four residents felt that it was unsatisfactory. The majority of interviewees (12 people) thought that electricity provision is getting better, while 4 thought it had not changed, and one thought that it was actually getting worse.

Out of the 12 urban households interviewed, two receive monthly account for electricity. These two also pay for the electricity they have used. One of those who are paying feels that the amount they are paying is reasonable, while the other feels that the amount is too high. In the last five years 13 out of the 17 interviewees said that they have seen new electrical services provided in their neighbourhood.

There is clearly some progress made with the provision of electricity in Colesberg.

4.3 Sanitation

In 1996, the level of sanitation were generally poor.¹⁷ A total of 55% of the community had bucket toilets, and 10% either had unimproved pits or no sanitation at all. Like the rest of the Northern Cape, where the bucket system is the prevalent form of sanitation, Colesberg has received significant funding attention from DWAF.

4.3.1 Goals and Objectives

At the time of writing, the municipality is engaged in three sanitation projects. The first of these concerns the phasing out the 'bucket system' in the high-density area of Kuyasa (the area contains around 2 000 households). The 'bucket system' refers to situation whereby human faeces are deposited into a bucket, which is then collected by a municipal truck at certain times in the week. The project had been operation for a year. In the place of the 'bucket system', 300 flush toilets were installed last year. A further 200 are to be installed in the coming year.

The second project concerns the installation of the VIP dry sanitation system in an informal settlement on the side of the road to Phillipstown. The Chief Health Inspector of Umsobomvu Local Municipality, indicated that the VIP system was chosen for this site on the grounds that there were no services rendered by the municipality to the site, there were also no infrastructure available to make another type of system feasible and nor were any such developments planned. At the time of writing 41 pre-built toilets had been installed and the installation of another 41 were planned in the coming financial year.

The third project also focussed on Kuyasa, this project would be implemented in the coming financial and would involve the installation of 1 800 VIP systems.

Municipal official interviewed expressed concern that the contractor for this project did not regularly attend monthly terrain inspections, and that, at times missed such inspection for months in succession. The project also stopped at infrequent intervals, work would then be started afresh once a period of time had collapsed. It was furthermore intimated the contractor used undue political influence in order keep possession of the contract.

Of the 17 interviewees in Colesberg, 10 residents have RDP levels of sanitation (flush or VIP toilets). Seven have non-RDP levels, including unimproved pits, buckets, or no sanitation at all.

The table shows that a significant number of residents are still faced with non-RDP-level sanitation.

4.3.2 Oversight and monitoring

The method of oversight differs between the various projects.

¹⁷ Figures drawn from the 1996 Census.

In the case of the waterborne sewerage project, monthly terrain inspections were conducted. These inspections were attended by the advising engineer, the contractor, the councillor who is a member of the municipal committee for health, the councillor in whose ward the project is taking place, the municipal officials assigned to oversee the project, a representative of provincial Department of Local Government and Housing, as well as the project committee that is composed of members of the community. The contractor was responsible for employing sub-contractors to work in different components of the project. If the engineer and the contractor were satisfied with the work done, they contacted the municipality, who authorises a certificate of payment.

The VIP project was wholly conceived and executed by the Chief Health Inspector. The terrain inspections were attended by the Inspector himself, the project committee involved in the project, and the councillor in whose ward the settlement was located.

The third project has not entered the implementation phase yet although the contractor and the agent that is to undertake an awareness campaign among the community have been appointed.

4.3.3 Funding and spending

The municipality keeps an asset register to keep track of equipment and operational materials used in the various projects.

The funding for the replacement of the 'bucket system' with waterborne sanitation originated from Premier's Fund, (a special fund that may be spent at the discretion of the Premier of the Northern Cape, Mr Manne Dipico) as well as from the Consolidated Municipal Infrastructure Plan (CMIP), a unit that is located in the provincial Department of Local Government and Housing.

The funding for the VIP project was provided by the Department of Water Affairs and Forestry, by way of the Department's implementation agent in province, the Mvula Trust. One difficulty was that Mvula Trust was approached for funding towards the end of the financial year. This meant that there were some complications with securing funding and spending the money at short notice. It should be noted that the Department of Water Affairs and Forestry has increased the amount allocated to install such toilets from R900 to R3 600.

Funding for the 1 800 VIP toilets to be installed in Kuyusa in the coming year will be provided by the Karoo District Municipality and CMIP.

The authority to authorise expenditures related to these projects rested with the Treasurer of the Municipality. As mentioned earlier, the engineer evaluated the quality of the work undertaken by the contractors at the monthly terrain inspections. Should the engineer be satisfied, a payment certificate is compiled and sent to the municipality. Once the certificate is signed by Treasurer, it is sent to the funding agency, that pays the amount of money stipulated to the contractor.

3.4.4 Cooperation

In the case of the instillation of VIP toilets in the informal area, the Chief Health Inspector co-operated with the Mvula Trust, the delivery agent for DWAF in the Northern Cape.

For the planned installation of 1 800 VIP toilets in Kuyasa in the coming year, Helene Fouche Consultants have been appointed to initiate an awareness campaign and to organise a project committee.

4.3.4 Beneficiaries

The beneficiaries of the installation of the VIP toilets in the informal settlement were chosen on the grounds that the sanitary facilities available to the entire community were severely lacking. The replacement of the 'bucket system' with flush toilets in Kuyasa happened under the aegis of the contractor. Beneficiaries in this project were identified by members of the project committee.

The beneficiaries were very much involved in the design, implementation and evaluation of the mentioned projects. Beneficiaries in the settlement on the way to Philipstown as well as those in Kuyasa were organised into project committees that gave regular feedback as to the community's impression of the given project. Furthermore, because the beneficiaries in some cases physically worked on the project and lived in the surrounding areas, they were able to keep close watch on its progress.

When the installation of the planned 1 800 VIP toilets in Kuyasa starts, the community will select a project committee. This committee will receive sanitation training, provided by Helene Fouche Consultants, an agency that specialises in organising awareness campaigns surrounding sanitation issues.

When the Fouche consultancy enters an area, it requests the town council to notify the resident of their presence and to organise a meeting. At the initial meeting, a project committee is chosen, which must include a chairperson, secretary and a treasurer. These individuals, as well as other serving on the committee then receive training courses in what their position implies.

Thereafter, with help from the committee, the consultancy arranges a short course of basic sanitary health, called the Participatory Health and Sanitation program. Furthermore, demonstration sessions are organised in order to explain to members of the community how to operate the VIP system. Other courses familiarising members of the community with basic skills, like brick-laying are also presented. When such projects are implemented, the consultancy initially focuses its attention on the people that requested the dry sanitation system. Special efforts are also made to involve the disabled, as well as people who are, compared to the rest of the community, the poorest.

The involvement by members of the community in this program helps to foster a sense of ownership of the project amongst them. The committee will also have the responsibility for procuring basic materials needed for the project, as well as address to ascertain where each of the beneficiaries would like to have their toilets installed. It has been observed that VIP toilets has not been subject to the same levels of vandalism in communities where the consultancy's program was implemented in conjunction with the installation of the toilets.

4.3.5 Conclusion

On the whole the beneficiaries were satisfied with the progress of the two projects. Fourteen out of 17 respondents felt that sanitation levels were satisfactory. The informal area VIP project appears to be successful in that it involved the entire community and helped to install a sense of ownership of the project amongst the beneficiaries.

However, concern had been expressed that the contractor involved in providing flush toilets in Kuyasa did not regularly attend terrain inspections. Although the installation of flush toilets in Kuyasa was judged to be a success, the project seemed to grind to a halt on occasion. This occurrence made the future of the project difficult to predict.

However, as shown in the table below, majority of people questioned in the town and farming areas thought that there was a trend towards the improvement of sanitary conditions.

4.4 Housing

4.5.1 Goals and objectives

Of the 12 people interviewed in urban areas, eight were not satisfied the general situation of housing in their neighbourhood. By contrast, four out of the five people interviewed on farms were satisfied the situation at the time of writing.

According to municipal officials interviewed, 249 houses had been constructed as part a housing project undertaken in the municipality, with a further 31 currently under construction. There are also plans afoot to construct another 192 houses.

Public perceptions are that housing construction is very prevalent. The majority of the 12 people interviewed who lived in urban areas had seen housing projects initiated by government in their neighbourhoods.

Nevertheless, two interviewees were adamant that only ANC members are put on housing waiting lists. Furthermore, houses are not built in Lowryville (the coloured area), but only in Kuyasa (the black township).

The construction process, as well as the quality of workmanship, raise some doubt about the success of the project. Municipal officials indicated that the housing project had not been entirely successful. Serious doubts were expressed about the quality of the houses delivered in the past. Furthermore, the contractor had also ceased operations for a period of time before recommencing with the construction of the 31 houses mentioned above. It was also intimated that the beneficiaries of the project were not entirely satisfied with its progress either. The officials interviewed expressed concern that the method by which the contractor and developer (in this case the same institution) are paid, lacked the necessary oversight procedures and could be open for abuse. Officials further suggested that the project had to be restarted after it had ground to a halt in the past.

Some officials expressed their concern that beneficiaries are not satisfied with the progress made by the project.

A major complaint was raised by a non-governmental employee (a clergyman), about the forced removal of the “karretjiemense” (an informal group of Afrikaans-speaking sheep-shearing people). They were moved from Lowryville (which is Afrikaans) to Kuyasa, which is predominantly Xhosa. This means that the “karretjiemense” have to travel long distances to schools and churches in Lowryville.

4.5.2 Oversight and monitoring

The municipality monitors the progress of the construction project by way of monthly terrain meetings. These meetings are attended by the municipal official charged with overseeing the project, the advising engineer, the contractor responsible for the construction, a councillor serving on the relevant municipal committee, the councillor in whose ward the project was taking place, a representative from the provincial Department of Local Government and Housing, a representative from the national Department of Housing and members of the project committee.

The project committee is composed from members of the community. It is tasked with informing the community about developments in the project as well as reporting any queries from the community to those overseeing it.

4.5.3 Funding and spending

The necessary funds for the construction of the housing project, was secured from the Department of Housing.

Municipal officials interviewed, indicated that the process of payment for the project worked along different lines than that of other projects. The developer and the contractor were, in this instance the same institution (a private company). Should this institution be satisfied with the progress viewed at the monthly terrain inspections, it would compile a payment certificate. The certificate would be sent the Municipal Treasurer for

endorsement, where after it would be sent to the Department of Housing, which would pay the stipulated amount. This situation may lead to abuses, since there is not an independent agency to verify the progress with construction.

Interviewed officials further suggested that no funds were provided to construct any infrastructure to accompany the house. It was therefore necessary to subtract whatever infrastructure the potential resident requested, from the subsidy. The subsidy for a house was between R14 000 and R14 500. The difference between these amounts would depend on the infrastructure which a wanted (such as water-borne sanitation), and the remaining amount would be used for the construction of the house. It was hoped that the project would generate funding indirectly by encouraging the beneficiaries to pay for municipal services.

Concern was also expressed at the quality of the houses that had been constructed in the past.

4.5.4 Beneficiaries

In the case of the housing project, the potential beneficiaries had to earn R800,00 a month or less to qualify for the project. The municipality also required proof of income of those who had applied to be part of the project in the form of a certificate endorsed either by the police or a magistrate. Those who earned no income also qualified for the project.

The certificate of income was sent the councillor whose ward the project took place, where after it was handed to the project committee. This committee, as well as the ward committee, was used to identify potential beneficiaries. Those wishing to receive a house also had to submit applications to the provincial Department of Local Government and Housing.

The project committee was also responsible for asking residents of the informal settlement who had constructed their dwellings across zones that had been marked for development, to remove these structures in order to make way for construction work. It was felt that the committee was remarkably effective in this task. Seeing that members of the committee lived in the area surrounding the project, or worked on it, they were also effective in monitoring the quality of the construction work. This gave residents the opportunity to report any points of dissatisfaction.

4.5.5 Conclusion

The municipal officials interviewed indicated that quality of the houses delivered in the past had been worrisome.

It was suggested a method of payment should be used with which municipal officials are more familiar.

However, of the 17 respondents interviewed, 11 felt that the overall situation for housing in their neighbourhood had improved in the last five years, while only 3 felt that there was no change.

4.6 Education¹⁸

A total of four educational government officials were interviewed:

- District Director of department of education in the Northern Cape
- Principal of Colesberg High School
- Principal of Lowryville Primary School in Colesberg
- Principal of Colesberg Primary School.

4.6.1 Goals and objectives of the programmes

The general educational goals are:

- To establish quality education in schools.
- To educate the children of the school holistically with effective teaching.
- To have well trained teachers through letting them attend the necessary upgrading courses.
- To establish a high standard of rendering quality education to all learners through creating a culture of study where parents take responsibility for the education of their children, and encouragement of teacher/child/parent relationship in order to have a 100% pass rate.

4.6.2 Implementation

There are continuous evaluation processes of progress reporting in classes, and generally, teachers are motivated and skilled to do their job.

In all the schools, the majority of staff members are involved in sport coaching and fund raising projects. There is a schedule for all the teachers on the billboard to follow school regulations and are closely monitored by the principal. Teachers are required to act as role models to the children and motivate them to do their best on academic and sport activities.

One problem is that teachers' courses and workshops are over weekends and during holidays, which give teachers no rest, and this results in teachers being tired.

In the Colesberg study, 17 local residents were asked about the problems and weaknesses that face the education sector and how best such problems could be overcome. The problems cited were (1) school security not guaranteed, (2) insufficient number of

¹⁸ Note that skills training and business training have been included under 3.9: "Economic Development"

teachers, (3) hostels not available, (3) school buildings old, and (3) no money for pre-primary schools.

4.6.3 Special programmes

The Department is also responsible for early childhood development (Grade R), life skills and sexuality education (mainly HIV/AIDS awareness training), and non-formal education (ABET). Amounts have been budgeted for these programmes for 2002-3, and these programmes are being implemented.

Nine out of 17 interviewees mentioned an awareness of ABET training. However, it should be noted that only one farm worker interviewee was aware of ABET training, which indicates that ABET is not marketed amongst farm workers.

According to the headmaster of the high school, there seems to be an oversaturation of HIV/AIDS awareness training, in the opinion of many school children. He mentioned that children are becoming bored with this topic. It is, however, not clear whether all this awareness training is having an impact on their sexual behaviour. There is some doubt in this regard.

- Read Remedial classes: At the Intermediate School, six weeks are devoted to this orientation programme for new students, at the beginning of each year. At Lowryville Intermediate School, this has led to an improvement of 5% in the pass rate in 2002. At the high school, special periods have been set aside for this, and parents are involved in running these classes. This has had beneficial effects, since it encourages learners to read with insight and understanding.
- Computer practice is offered in conjunction with De Aar campus. It is recognized as a 7th subject for matric to help learners cope with academic problems.
- There is a Love Life project that is runs concurrently with sport activities and this is aimed at bringing awareness to school children about Aids and how best could they prevent it.

4.6.4 Departmental and school management

Apart from the above-mentioned programmes, the district directorate of the education department has a programme structure with key objectives per unit:

- Education Management Information Systems (EMIS): To render support, corporate planning, management of information data, statistical analysis to the schools.
- Human resource development: To ensure the development of all staff in line with government policies, departmental objectives and NQF standards.

- **Administration:** To provide an all-encompassing service to education institutions and learners through administration functions. Administration includes provisioning, personnel administration, logistical services/registry, district finance, educational administration, communication, circuit managers, in-school sport, arts and culture, education support services, curriculum services.

Schools have a staff management committee and a school governing body that manages and monitors the children and teachers development.

4.6.5 General quality of education

During the Colesberg research project, 15 out of 17 interviewees felt that education standards were satisfactory.

The above table shows that the majority of the interviewees are satisfied about the way their schools are operating.

4.6.6 Oversight and monitoring

There is a head of department for each subject group and they are allocated to certain grades. In terms of Appraisal Programme, these heads of department monitor the children and teachers in other teachers' classes to see if their progress and development complies with departmental requirements. At the Colesberg Intermediate School, the first and second rounds of the Appraisal Programme were a success because the pass rate in lower classes improved by 5%, and in the higher classes by 85%. At the High School, it was noted that this system places a lot of additional pressure on the departmental heads, who have to spend time evaluating other teachers' work, while their own classes suffer.

Each head of department writes a report of every class he/she monitors. These reports are quarterly inspected by the Learning Facilitator (LF) when he/she visits the school. The head of every department also gives feedback of progress and problems experienced in his/her department. During staff meetings the teachers try to find solutions on how to handle challenges and improve on their performance.

The children write exams and the results are kept on record. During staff meetings, the teachers give feedback and give reasons why results are good or poor. All schools indicated that they have monthly meetings with the school governing body where they give feedback on progress or failure and other problems they experience with children, and identify the need to send teachers on courses and workshops to improve themselves in certain areas and subjects.

Teachers follow the Department of Education's rules and regulations as pre-set indicators to teach the children according to required standards, and to identify teachers' training needs where necessary.

Schools have a financial committee comprised of teachers and parents who keep record of all income and expenditures. These books are audited annually to avoid fraud. The reports on budget finances are sent to the department of education with a fully motivated report on all expenses.

Schools have staff meetings at least twice a month to discuss problems and progress in programmes. The school management team meets once a week to determine the status of programmes and other school related matters. The subject heads have weekly meetings with personnel under them to discuss subject development and to see if their programmes are on track with prescribed programmes of the Department of Education. The governing body meets at least five times a quarter.

The monitoring and reporting system in the schools appears to be very effective, with significant participation by parents, through the management committees.

4.6.7 Funding and spending

- Schools' inventories

The schools keep a record of all equipment and furniture owned by the Department of Education which it allocated to them. Equipment bought from funds obtained from fund raising projects is registered and there is regularly inspection by parents that form part of the governing body. These records must comply with financial statements where these items were bought.

- Annual planning and budgeting

Each year the schools' management teams, in conjunction with the rest of the staff and parents, compile the budget. The new years budget is compared with the previous year's budget to determine where the problem areas are. The chairpersons of the schools' governing bodies must sign the budget before it is sent to the Department of Education. They use the previous year as an indicator to compile the budget and the school plan for the new year.

The Department of Education allocates money to the schools for textbooks and stationary. They have a financial record-keeping system for money received from the Department of Education and one for fundraising programmes and donations. These records are audited by the Department of Education.

Staff quotas are determined through the number of children in the schools, and the classrooms available. The teachers and supporting staff are allocated via the Department of Education to ensure reliability.

- Funding shortages

A major problem is that the schools no longer receive the full amount of money they budgeted for, due to budget cut-backs at the Department of Education. The schools allocate the money received to meet priorities to ensure that they have enough money to pay for the necessary expenditures.

In addition to the problem of cut-backs, the budgeted funding is often received late (although this situation is gradually improving). The financial committee decides how funds should be generated through the financial year. The governing body has to approve expenditures before they can write a cheque.

The Colesberg High School finances four teachers' posts from its own Trust and fundraising resources, to address the shortage of teachers.

- Income generating projects

The schools implement fundraising projects to generate income to run the school properly. The funding received from Department of Education is not sufficient. School fees are also not enough, because the schools also have to accommodate children who are poor. This puts additional pressure on fundraising.

Income-generating projects include concerts and bazaars. There are some businesses and contractors that donate some money or items to use.

- Vehicles and special expenses

The schools experience capacity constraints relating to vehicles. It is difficult to take children on educational trips and to attend sport events with other schools. Private transport facilities are expensive and the parents of children are too poor to contribute money to pay for it. The schools do not receive enough school fees from parents to run operational costs. The schools maintain that donations and incomes from fund raising projects are not enough to reach their goals and objectives properly.

4.6.8 *Cooperation*

The Department of Education has extensive co-operation with other departments:

- Police: The Police visit the school to give lectures on drug and liquor abuse. If a school experiences a problem at school, the Police help to address it. The cooperation between the staff, children and the Police is good.
- Department of Health: Assists children with HIV/AIDS projects by delivering lectures and advice the children.
- Department of Social Development: The social workers get involved when they identify a problem between children and their parents, e.g. lack of food and abuse.
- Municipal Traffic Department: The local traffic department donated equipment and uniforms for school patrols. They also give lectures on road safety matters.
- Department of Justice: Has an open day court project where they educate older children about court procedures and give them advice on family law and maintenance grants. The Justice Department also teaches the children that the courts are there to help people and to establish a relationship of trust between the court and community.

4.6.9 Co-operation with Beneficiaries

The beneficiaries are the children and teachers who get good education and practical training through the programmes that are offered at school. All the children are allowed to participate in friendly sporting events use such opportunities to build a social interaction between schools.

Learners are part of the school governing body and are elected by the other learners to represent them. They are motivated and willing to promote the development of the school.

Parents and community members are involved in fund raising projects and with the coaching of sport. Parents are involved in managing the schools through the Management Committees.

4.6.10 Co-operation with non-state organizations

Love Life is involved with sport programmes and lectures on HIV/AIDS at the school.

All these agents have a good relationship with the principal and the staff of the schools. They communicate regularly and are invited on a yearly basis to come and visit the school and give lectures to children. They are motivated, organized and skilled to educate children in their specific fields.

4.6.11 Overall success

Their pass rate at schools is from 80% to 82% in all the grades. The school principals attribute this success to highly motivated and skilled staff. There are problems with children who did not attend a pre-primary school, but the primary school encourages them to undergo an orientation period. The READ programme helps children to read with insight and this makes teaching easier.

The Appraisal Programme ensures that problems relating to development of learners and skills of teachers can be determined at an early stage and be addressed before this has a negative effect on the quality of education.

The principals feel strongly that they would be more successful, if the government were to allocate more funds to the school so that teachers and learners do not rely so heavily on donations and spend so much time on fund-raising projects.

Courses and workshops that clash with other school activities are a problem, but this problem can be addressed by proper advance planning by the Department, such as annual schedules which should be sent to the schools before the term ends and the next one begins.

The extent of monitoring and oversight by parents who serve on School Management Boards, seems impressive.

Generally, the education system seems to be working well in Colesberg, despite funding shortages and excessive work demanded from teachers.

4.7 Health

Two health officials were interviewed:

- Head nurse for primary health care at district office in De Aar
- Sister at the clinic in Lowryville

4.7.1 Goals and Objectives

The goals and objectives of the district office and the clinic are to keep the whole district and underlying areas healthy through a holistic approach to medication with specific focus on the following:

- Rendering a Primary Health Care service
- Running a basic feeding scheme for the sick, and for babies
- Running a DOTS support programme (Daily Observed Treatment System)

- Running and management of a Home Based Care System
- Caring for HIV/Aids patients with focus on counseling, testing and home based care
- Prevention and treating of TB patients with the help of DOTS supporters group

The district office itself runs HIV/Aids programmes (the clinics are not responsible for this).

4.7.2 *Medical facilities*

There are 3 clinics in the greater Colesberg. This creates difficulties in co-ordination and duplication (triplication!) between the three clinics. Furthermore, there is inadequate staff for all three clinics.¹⁹

There is also a hospital.

There are no mobile clinics for farm workers any more. It is too expensive to run them, there are only one or two families in each farm and the farms are very far from one another. The clinics experience a shortage of staff as it is (a sister at the clinic can see about 50 people a day, whereas a mobile clinic sister can only see 15 people per day).

The following communities benefit from the services of the clinic in Lowryville:

- Squatter Camps
- Towerkop
- Lowryville
- After BP Squatter Camp
- Residents from Palimo
- Residents from the Old Location
- Toilet City
- Residents from Kuyasa
- Workers from the farms.

The government has financed the building of a new clinic for the community of Lowryville. The building is complete and the staff are looking forward to move to the new premises. This clinic was not built in consultation with the community; they were just informed that they are going to get a new clinic.

¹⁹ One interviewee suggested a reason for this situation: That Colesberg receives preferential treatment from the Northern Cape government, to prevent secessionist tendencies in Colesberg. There is a continuous pressure from Colesberg residents and politicians that the provincial boundaries be redrawn, and Colesberg join the Eastern Cape, which shares ethnic and historical administrative systems with the Colesberg area.

During the Colesberg project, the 17 interviewees provided information about the availability of medical services in their neighbourhoods. In general, urban residents have reasonable access to clinics, but the farm workers complained about inaccessibility.

4.7.2 *Implementation*

a. Clinic sisters

There is one qualified nurse at the clinic and one assistant nurse at Lowryville. They do all the work, and are swamped on a daily basis. They run the clinic in its totality, and the only help they receive is from the two volunteers that completed the training in Home Based care. These volunteers help them to clean the clinic after the patients have left, and help them to draw the files of the patients waiting to see the nurses.

If the sister is on leave, a nurse is sent from one of the other clinics to help

The doctor is not a full-time appointment. He only visits the clinic twice a week for two hours. At other times, patients are sent to the local hospital for emergencies.

The shortage of staff is also acknowledged by the head nurse at district level where at the district the staff is insufficient to implement programmes such as AIDS and TB campaigns. So there is a need for more staff both at local and district levels.

There are four major problems with regards to implementation:

- As regards TB, the clinics should implement the DOTS support programme, but have not done so, due to lack of staff.
- The clinics must start to implement the Home Based Care programme, but have not done it, because they use the two people that were trained as caregivers to help them with the day-to-day management of the clinic, because they are understaffed.
- The nurses are in need of training in AIDS-counseling.
- The clinic staff have capacity needs such as an administrative assistant to help them with their daily administration at the clinic and a cleaner to keep the clinic neat and tidy. They would also they would like to have a computer, to streamline their administrative requirements.

During the Colesberg research project, some questions reflected residents' views on the effectiveness of medical service. The majority of the 17 interviewees felt that clinic staff are friendly and helpful, that the staff are on duty when they should be, and that medicines are available. However, four residents recorded their dissatisfaction on these criteria.

The general impression is that the staff serves the community effectively but this should not downplay the fact that there is staff shortage. More staff would mean effective supply of medical services holistically.

In addition, it seems that the customer service skills of the staff need to be improved.

b. Doctors

During the Colesberg project, 17 interviewees were also asked about the availability of doctors. The majority of interviewees (14 people) felt that it is quite difficult or very difficult to see a doctor. This confirms the views of the nurses that the health department is understaffed. This means therefore that the department of health should increase the number of health workers so that medical services could reach all people.

c. Rural services

Medical services for farm workers seem difficult to access (as revealed by the citizen questionnaire). The farmer interviewee also observed that an obvious strategy would be to issue medical kits to farmers for their farm workers. Furthermore, there is such as shortage of medicine at the clinic that farmers often prefer to take their workers to a private doctor, and pay R50 for a consultation.

4.7.4 Oversight and monitoring

The district office monitors the use of medicine through inspections in the clinics by government pharmacists or a private pharmacist (on contract). This is due to the shortage of staff.

The clinic keeps statistics of all the patients they have seen, and writes these statistics up into a monthly report. This report is sent to the head nurse of the town, and she writes up an overview report of all three clinics in Colesberg, and she sends it to her supervisor.

The clinic keeps separate statistics of the TB cases and the HIV-positive cases. These statistics are sent to the head nurse on a quarterly basis.

The staff of the clinic writes reports on a daily basis on all the patients they have seen, and such reports are kept on file as reference when the patient come to the clinic for a next visit.

4.7.5 Funding and spending

a. Inventory list

The clinic has an inventory list of all the equipment they use, as well as one of all the furniture that is in the clinic

b. Budget

According to the head nurse at the district office, the provincial department of health allocates the budget and the district just distributes to the local clinics. The budget for the clinics is drawn up as one budget for the whole town. The staff of the clinics is not directly involved in the drawing up of the budget. They just receive information on what amount of money was allocated to them.

The clinic staff get warning reports when they are overspending.

d. Stocktaking of medicine

The clinic has an inventory system for all the medicine that comes in and goes out. The local chemist, or the state chemist regularly checks this inventory. They check the medicine for the following:

- Expiration dates
- It is safely stored and correctly packaged
- If there is enough medicine of a kind in stock

Currently the clinic experiences a shortage of medication related to blood pressure.

4.7.6 Cooperation

At district level, there is an interdepartmental committee where all heads of departments involved in service delivery meet and plan how best could they provide services. There is good cooperation between the three clinics in Colesberg. The staff support one another and they provide one another with medication when one of the clinics runs out of stock.

There is also good cooperation between the clinics and Hospice. Hospice did the Home based Care Training for the volunteers at the clinic. Hospice is a privately funded/managed organization. Currently they operate from Noupoort, but they are in the process of establishing a office in Colesberg.

4.7.7 Overall Successes and failures

Both the local and district nurses said that they are failing to meet their objectives, because there is a shortage of staff. The available staff are so overloaded that they cannot pay full attention to programmes such as AIDS, TB and Cancer campaigns. According to them, the Department of Health says there is not enough funding to fulfil all health obligations including employing more staff. There is clearly a need for the DoH to secure more funds and employ more staff for the programmes to be carried out.

4.7 Telecommunications

The relevant officials were not available for in-depth interviews. The section will present the views and experiences of the 17 respondents interviewed with regard to telecommunications.

The table below shows to what type of telephone services the 17 respondents had access. Remarkably, twice as many residents had cell phones as those that had normal land-line telephones. All residents had some kind of telephone access, including three who use public telephones.

The following table shows how the 17 interviewees felt about the maintenance of telephones in their communities. At least half the residents observed that public telephones are vandalised.

The majority of the urban respondents felt that the telephone services in their community had improved in the last five years, as shown in the table below. Of the 17 interviewees, 13 had new telephone services delivered in the last five years (this includes cell phones).

In general, residents have noticed a marked improvement in telephonic services in Colesberg.

4.7 Economic development

The following government officials were interviewed:

- Head of Skills Development Programme, Department of Labour
- An Administrator from the Northern Cape Department of Local Government and Housing (DLGH), based in De Aar.
- The Municipal Manager of the Umsobomvu Municipality.

This report therefore covers (1) the Department of Labour's Skills Development Programme, (2) the DLGH's Wool and Craft Project, which is funded by the DPLG's LED Fund, and (3) the Department of Social Development's chicken project.

A. Department of Labour: Skills Development Programme

1. Goals and objectives

The Skills Development Programme is based at Labour Centres, of which there are several in the province.

The Programme provides training to beneficiaries in development projects initiated by other departments, to promote the sustainability of such projects.

The Skills Development Programme provides training for development projects. Typically, the courses last between 5 and 10 days, depending on the nature of the course. The unit presented courses that lasted as long as a month. The programme used contractors to provide the necessary training. This training was conducted in accordance with the guidelines for over 200 different courses compiled by the unit and published in the form of textbooks.

During the Colesberg project, the respondents commented on the *trends* with regard to obtaining government help for small businesses. Five interviewees felt that it is becoming easier, whereas four felt there was no improvement. This indicates some measure of success.

2. *Oversight and monitoring*

Departmental officials check the progress made in every course by a way of personal visits. They check the attendance register to ascertain how many people attended the course as well as the level of absenteeism (if any).

The course modules, compiled by the Skills Development Programme, provide the indicators necessary to measure the quality of the course presented.

Development projects very often have project committees. The members of such committees also receive training in the areas appropriate to their positions, for example the treasurer would attend a module on financial management.

3. *Funding and Spending*

The programme provides the necessary materials (course modules). Equipment used in the process of presenting the courses usually belong to the training contractor who was selected by the programme.

Payment to a contractor is authorised after the entity has sent the attendance register to the unit. The register, which must be signed by an officer that inspected the site of training, is used as proof that the training took place. Contractors are paid according to the number of days the course in question took to present. No payment is authorised if an inspector has not signed the attendance register. The participants are also expected to provide the identification numbers in the register. After the completion of the project, officers attached to the Skills Development Unit usually goes back to the site to check whether the training had been completed.

The evaluation of the quality of training is sometimes difficult. The programme has over 200 different modules of varying complexity and that the officers cannot be expected to be familiar with the exact requirements of all of them. This leaves them in a difficult

position when required to assess the quality of the training provided by the contractor. Furthermore, these courses cannot possibly cover all the possible skills in which people could be trained. At times, courses had to be combined to form a guideline, or in the case of hairdressing, the official has to engage in his or her own research to provide a benchmark against which the training could be measured.

4. Cooperation

The skills development programme works in partnership with several other provincial departments. These include the Departments of Housing, Economic Affairs, the Reconstruction and Development Unit in the Department of Welfare as well as with the national Department of Local and Provincial Government. However, all skills development programmes have to be approved by the Provincial Skills Development Forum (the described below).

The programme has representation on the Provincial Skills Development Forum. Other entities represented on the forum include Eskom, Telkom, ABSA and the relevant government departments. According to the Department of Labour, Eskom was especially active in funding skills development programmes.

5. Overall success

The Department of Labour regards the programme as generally successful and mentioned that there are 'numerous examples of success'. However, it is not always clear by what standards the DoL measure the success of their training – for example, does it include the candidate's ability to actually get a job or start a business?

Part of the problem is that DoL often works with people who are functionally illiterate' he said. Illiteracy automatically excludes people from more advanced courses. Such individuals would then be invited to attend a course on financial management lasting for five days, while the more advanced course would last for about 30 days. This arrangement is not necessarily successful. For example, to expect people to learn the basic tenets of financial management in five days is 'ambitious'. So the real impact of the training offered to illiterate people remains unclear.

There are only 7 labour inspectors for a large province, and this is clearly insufficient.

B. LED Fund Projects

The Department of Local Government and Housing (DLGH) funds economic projects through the LED Fund. The municipalities implement the projects, DLGH does monitoring and evaluation, the private sector provides expertise and skills and consultants facilitate the implementation and reporting takes place every month through written reports.

The wool and craft project has been launched in the Umsobomvu area. A sum of R1 407.000 from DLGH was given out to the municipality to run the project.

The wool is washed in Norvalsport, spun in Noupoort, and marketing and exhibition takes place in Colesberg. In Noupoort, there are some achievements because 36 people are currently working with contractors to produce mats and jerseys and this gives people some income. In Norvalsport, the project has ceased, because the building that was used belong to Spoornet and Nieuw Plan Consultancy, that was contracted to secure a building for the project, could not reach a concrete agreement with Spoornet. Spoornet wanted payment; this led to payment delays; and then Spoornet withdrew the building from the project. This delayed the whole project because Norvalsport could not produce the wool for the craft production enterprise in Noupoort. The municipality is settling the issue with Spoornet and has also asked for funding from DPLG, so once funding has been allocated Norvalsport will continue with the washing of wool. In the meantime, there is an agreement between the municipality and Swaziland Wool producers where the latter bring wool to Noupoort to be spun and take it back to Swaziland. The municipality is responsible for this contract. According to the DLGH, the farmers around Umsobomvu municipality should work with the municipality through providing wool for the project but this will have to be taken further by the municipality.

In Colesberg, over 1000 tracksuits have been sold and that revenue helped to maintain the project.

When a project is started, the project is managed by the municipal manager, the secretary of the project appointed by a LED forum, and the supervisors appointed by the LED forum appoints. The supervisors conduct site visits on a daily basis and they are people with technical skills who get paid from the project budget. The secretary keeps the records and the municipal manager oversees the progress of the project.

1. Funding and expenditure control

Since the municipalities implement the projects, DHLG asked the municipality to have asset register and the Treasury of the municipality registers all equipment. The municipality has been tasked to look after all the assets that are used in the projects except when the contractor uses its own equipment. Procurement is done according to the municipalities' procurement policies.

Financial inputs are specified in the business plan. The department of Labour provides training through its funds.

There are capacity constraints relating to finance and staff. The funding is not enough to roll out as many projects as DLGH would have wished. Within DLGH, more staff are needed to carry out the duties of the department, but the department's funding is too constrained.

2. *Monitoring*

Progress is monitored through occasional site visits by DHLG. In addition, the LED Forum meets on a monthly basis to reflect on what has been done. The LED forum meets on a monthly basis to reflect on the progress made and written reports are presented.

Signing powers rest with the municipal manager for the projects but for the income from the projects there is a separate account and the department supervises the use of such funds. Track of the incomes and expenditure is kept through a report that the municipality submits to the department every month.

3. *Co-operation*

The Department of Labour, the Farmers Association and consultants are involved in the implementation and execution of the project.

The Department of Labour contracted a consultancy called Skills for All Consultancy for the training programme it offered to the beneficiaries of Wool and Craft project.. The training focused on Wool and Craft related issues.

The Department of Local Government would like the local farmers association to become involved in the project by providing wool for the project.

The success has been due to an LED forum where all the members are committed and devote much of their time in making the project work. The LED forum is composed of officials from DHLG, councillors, representatives of the beneficiaries, farmers association, service providers and the municipality.

4. *Beneficiaries*

The projects are meant to benefit communities. The LED forum identifies the most needy, poor and unemployed people to be beneficiaries.

In projects that need the beneficiaries to provide business plans, they become involved in the design, implementation and evaluation of the projects. However, the effective involvement of beneficiaries in project design should be verified, as most beneficiaries are illiterate or poorly educated, and have little business experience.

Beneficiaries are involved in implementation wherein they work in the projects and get income. The municipality believes that beneficiaries are impressed by the projects, because they seem to be satisfied with progress when site meetings are held.

5. *Implementation*

The small number of available municipal staff is a problem. The department has an obligation to train more staff. Mentors for the projects come from departments and such mentors receive certificates of appraisal after the completion of the project.

The weaknesses are that people are poor and disadvantaged and the new projects need skilled people and since people are not capacitated they end up not benefiting the way they are supposed to. This results in consultants benefiting from the projects, because they have a monopoly of skills.

C. Department of Social Development: Poverty Alleviation project

The sustainability of the economic projects undertaken by the Municipality is questionable. The Department of Agriculture assisted with technical skills. However, the chicken project encountered problems after the funding dried up and the municipality withdrew its assistance. The project has now collapsed. South African Breweries funded the chicken project and the money was given to a community-based organisation called Sikhuliseni. According to municipal officials, the project failed because of lack of business skills within Sikhuliseni CBO and lack of markets. However, it should be mentioned that the municipality was not involved in the project.

D. Tourism promotion

1. Goals and objectives

- To promote the town in order to create job opportunities.
- More income generation from tourism.

In Colesberg there are 56 guesthouses and if every one employs 4 people there are 224 people employed. Colesberg currently 7 restaurants. The tourism economy is growing rapidly.

The Tourism Officer is also the Curator of the Museum and the Manager of the Information Centre. Her post falls under the municipality's administrative department. Other than her salary, she receives no funding, and has to rely on private donations.

She is very overworked and under-resourced. In addition to maintaining the information centre and the museum, she has to accompany visitors to Anglo-Boer war sites and take people on walks through town to visit old houses. Due to chronic underfunding, she uses her own private resources to fund facilities at the museum.

To some extent, the curator is experiencing success in delivering a service to tourists but she is elderly and is concerned of what will happen when she is no longer a employee of

the municipality. If the situation continues as it is, the museum, information centre and tourism sector will not be managed.

She feels that the municipality does not care much about the town's historical heritage. The curator made suggestions to the municipality to buy two historic stone houses, renovate it and turn it into traditional cultural centers without success. These historic buildings would collapse and are forever gone.

It is remarkable that the one economic growth sector of Colesberg is being so poorly administered.

2. *Process of reporting and accountability*

There is no monitoring of the tourism function by the local municipality. She feels excluded by the local and district municipality, and that there is a total lack of interest on the part of these institutions. In the past, she wrote reports on tourism activities, but got no response on this. If she has a problem she contact the lady in charge of personnel and administration and she reports it to the council – and usually obtains no response.

3. *Funding and expenditure*

There is no inventory list at the museum. The curator uses her own computer and fax machine to be functional. The computer and fax machine that was owned by the municipality broke down a few years previously. The only facility she has is a telephone.

Every year she budgets for a computer, fax machine, polisher, funds for a cleaner and gardener, and to renovate the museum building. However, she never receives any of the funding she requests. She has to pay a cleaner and gardener once a while to clean the museum and garden, from her own pocket.

The curator does not have any income generating projects at the museum. She buys art and crafts from street children and prison inmates, and then she these crafts sells at the museum to generate some income to pay the cleaner and gardener. For this, she uses her own money. People also donate old books which she also sells to get some money to buy polish and cleaning materials. The income she get from these activities is simply not sufficient to keep the museum going. She keeps records, but the municipality is never interested enough to ask for this information.

There are no funds to run the museum, info and tourism center properly. The municipality provides no equipment. The curator paid for a website out of her own pocket, to promote tourism in Colesberg, and she contacted the AA to give assistance to tourist in trouble.

4. *Capacity constraints*

The curator has an assistant that is constantly on sick leave. The curator has complained at the municipality's personnel department about this, but without success. The assistant is not well trained or motivated to do the job.

5. *Co-operation*

The curator gets no co-operation from the local and district municipality. She feels isolated and abandoned by them. She feels that the caravan park run by the municipality is a disgrace to the town, and it closes down when the municipality is closed from the 24th of December until the 5th of January. Tourists with caravans complain about the poor condition of the caravan park and of the fact that it is closed down at the peak of the holiday season. She feels it must be closed completely as they are losing money paying people who are reluctant to do their work.

The business sector and guesthouses are not supportive. The curator and information centre manager is the only person who answers the telephone and give the tourists information about the town, guesthouses and restaurants. She experiences some difficulty with racism amongst some of the guesthouse owners. The standard of some of the guest houses give a bad name to the town.

The Rotary organization supports her in bringing groups to the museum, and in this way, she promotes the town. Some of the guest houses pay an annual fee of R50.00 to the municipality to promote tourism in Colesberg. Not all the guesthouses pay the fee because they do not want to be listed as businesses, because they will then have to pay business rates for water and electricity. There clearly has to be more control over the guesthouses by the municipality.

E. Promoting LED linkages with business and community organisations

The business sector is seldom involved in municipal activities, including the poverty alleviation schemes. There are two exceptions: Commercial farmers were involved, to some extent, in the commonage schemes, and some private entrepreneurs appear to be involved in the wool and craft scheme.

The Chamber of Commerce has not yet involved any emerging enterprises in its organisational activities. Part of the reason may well be that it is affiliated to the Afrikaanse Handelsinstituut, and the Chamber requires members to pay a fee. However, it may also simply be due to the fact that the Chamber is not aware of the municipality's efforts in promoting emergent enterprises.

The municipality has created a labour committee, consisting of councillors, the Municipal Manager and representatives of the community. A contractor who wants to use local labour has to work through this committee. The committee keeps track of the skills available in the community and ensures that all those in possession of such skills receive a chance to partake in various projects. For example, an individual who had participated in two previous projects, will be not asked to participate in a third. In this manner, skilled

individuals are used on a rotating basis to participate in construction projects. Every project that undertaken under the auspices of the municipality requires that a Community Labour Officer be appointed, this person deals directly with the community. The municipality also informs contractors that it is preferable that they work through the labour committee.

4.10 Community Safety

4.10.1 Organisational structure

The Colesberg police station consists of the following units:

- CIAC (Crime Information and Analysis Centre)
- HRM (Human Resource Management)
- Logistics
- Finance
- SAPS 13 (Storage of evidence)
- FTO (Field Training Officer)
- Administration
- Unit for Commander-Detectives
- Shifts (Charge office commander and patrols)

Dog-unit.

The chain of reporting is as follows: The junior staff report to their immediate head and then he/she report it to the second in charge of the police station and then to the station commissioner. When the station commissioner wants to communicate with a member of staff, she does it through the various head officials at every component.

The whole station area is divided into 23 sectors, with a police official and CPF representative as mentors in their area. They give people in their sector advice on how to report a case and what rights are, with regard to family law. When there is a problem in their sector, they help to solve it, or to refer the public to the appropriate source.

4.10.2 Goals and objectives

An interview was conducted with the Accounting Office of SAPS in Colesberg. The interview was the officer who is second-in-charge of the Police Station.

Crime strategies are determined nationally and provincially from crime statistics and trends in crime patterns. The National crime prevention plan is sent to the Provincial Commissioner for their input and discussion at crime prevention meetings with National officers. From there it is sent to the Area commissioner, who sends the Provincial and Area crime prevention plan to the Station Commissioner. The Station Commissioner

then compiles their crime prevention plan from the priority crimes in the two plans and from crime trends in their own station areas.

Each year, the local police station uses the previous two years' crime statistics and crime patterns analysis to compile a local crime prevention plan. A copy is sent to their area commissioner, who analyses it. Before they send their crime prevention plan to the Provincial commissioner, they discuss it at a crime prevention meeting. A final crime prevention plan is compiled when the local staff receive the Provincial and Area Priority crime prevention plan, in order to ensure it is in line with national, provincial and area goals and objectives.

Projects can be done if there are funds available. Project business plan has to be compiled and sent to the Area Commissioner before any funds are received to do a certain project. After a project is completed, a report is drawn up and the successes and failures are stipulated in this report with reasons for the outcomes. Some of the projects refer to information dissemination to the public (usually by means of lectures, discussion groups and distribution of pamphlets), and do not need additional funding. Funds for projects are budgeted for at Area commissioner and Provincial Commissioners levels.

4.10.4 Annual planning and budgeting

The office of the Area Commissioner in the Bo-Karoo district compiles a budget for the whole area. They allocate funds to the accounting office and police stations under their command. The allocation of vehicles and staff are determined according to the size of the police station area, the population density, and the crime rate. It should be noted that the station commissioners feel they are excluded from the budgeting and allocation process.

At local level, the station management team decides how staff, office space and vehicles are allocated. The Colesberg station functions as an accounting office to deal with inspections at nearby police stations, and to handle the financial matters of surrounding police stations. At local level, the police station has to compile a travel plan and a business plan to get money to travel and for overtime.

Funds for projects come from the MEC's office via the area commissioner and they have to compile a motivated business plan. The availability of funds are also a problem in carrying out projects. To some extent businesses donate money for projects.

4.10.5 Implementation

The following programmes are currently implemented:

- a. Prevention and Combatting of crime
 - National-, Provincial and local crime prevention strategies

- Crime priorities – Gangsterism, Assault, Breaking and entering, Theft, Stocktheft
 - Crime against women and children- Rape, Family violence(domestic violence), child abuse
 - Crime prevention operations
 - CPF (Community Policing Forum)
 - JOCCOM (Joint Operations Co-ordinating Committee)
- b. Service delivery
- Service delivery improvement program (SDIP)
 - Performance enhancement programme (PEP)
 - Workshops and internal courses
 - Eight Batho Pele Principles
 - Optimal utilization of personnel
- c. Community projects
- Workshops on Family violence
 - Labour laws the rights of farm and domestic workers in criminal law
 - Information days – where various departments introduce their goals and objectives to the public to overcome the fear and no knowledge about their working system
 - Campaigns against drug and alcohol abuse
 - Shebeen projects to get their co-operation against youths abusing liquor and drugs, and information about liquor laws.

The following projects have been undertaken in Colesberg during the last year:

- Project Shebeen where the cooperation of the owners are asked to prevent assault, rape and family violence cases due to the abuse of liquor
- Crime against drugs where the youth are informed about drug and liquor abuse
- Family violence information days: Information is disseminated about the benefits of the law against abuse and assault in family context
- IMBEZO campaign: Information is disseminated to the public about the functions of the various government departments

To improve service delivery, a new satellite police station was opened in Kuyasa residential area. The community does not have to walk a long distance to report a crime, and it prevents rape among women and children who want to report cases.

The management team, in consultation with the community and other staff members, plan, implement and execute projects. Crime prevention operations are carried out after

management has discussed and analysed the crime rate. Members are used in shifts to carry out crime prevention operations and projects.

The police interviewees maintain that most of the members are well trained and skillful. Some of the junior members are not so skillful due to their lack of experience. There is constant training of junior members and administrative staff.

It should be noted that a non-governmental interviewee (a clergyman) maintained that the police are often very unhelpful. For example, they refuse to take affidavits from victims of family violence unless the victims have visible injuries and bruises. In many cases, they send victims back to the dangerous situation in their homes, without opening a case file. The church leader felt that the police are not sufficiently trained in handling family violence. He also maintained that response times are slow, and that the police are often reluctant to charge perpetrators or take them into custody.

Furthermore, a farmer was interviewed, and he was critical of the lack of police security in the rural areas. Response times are very slow. The farmer had an interesting and constructive suggestion: That farm workers should be trained as police reservists. This would improve security on the farms and also expand the horizons of farm workers.

SAPS in Colesberg experiences capacity constraints in overtime financing, because limited funding is allocated for police stations, due to budget cut backs. It should be noted that a shortage of human resources and inadequate numbers of police students puts strain on officials to do their job properly. Crime prevention duties are sometimes allocated to them from National level to ground level. The labour laws constrain the commanders because they have to consult staff before a duty can be performed. Rest days are granted when no overtime funding is available. People are constantly away from work due to such rest days.

Students undergo their field training at station level and they become the main policing service providers when other staff are on rest days, courses and workshops. The general public often does not understand that trained staff are not available to help them. The training of these students takes time, and this also means that a trained member is lost for normal duties.

Vehicles break down due to their age and the long distances that has to be traveled in their station area, courses, workshops, attending meetings and inspections is a problem. There are in the end not enough vehicles available to investigate crime, do prevention patrols and attend complaints. That leads to complaints from the public that the police are not performing their duties properly.

The investigation of dockets in other areas is hampered because it takes time to get the travel arrangements and money approved through the area commissioner's office. The station commissioner feels that this function should be devolved to local station level in order to speed up the investigation of dockets.

During the Colesberg research project, interviewees were questioned on the *trends* with regard to the quality of policing during the last five years. Nine interviewees felt that policing had improved, whereas six felt that it has stayed the same. Two felt that it has got worse.

The ten interviewees who had had recent dealings with the police, indicated the same positive trend. Seven claimed that the police were helpful in handling a complaint or a case. On the other hand, three respondents felt that the police were not helpful.

4.10.6 Crime monitoring

In comparison with crime statistics of March 2002 and 2003 reported crime cases, - assault, theft and “breaking and entering” have decreased. Reported murder and rape cases stayed at constant levels during this period. However, it should be noted that these statistics refer to *reported* cases, and not necessarily to actual crimes.

Monthly crime prevention analysis reports and crime statistics are sent to the Area commissioners office. The local police station CIAC (Crime Information Analysis Centre) officer compiles the crime statistics with comments on the fluctuations. These reports are analysed by the Area commissioner’s CIAC officer, who sends a copy to the Provincial commissioners office for comment by their CIAC officer. A quarterly crime prevention meeting is held between the Area Commissioner’s office and the Station commissioners and crime prevention officials on station and area level to discuss the crime statistics and to find a solution to combat crime efficiently and to try and solve problems relating to crime trends.

4.10.7 Personnel monitoring

Every member has a job description with a task list which stipulates the responsibilities of every member of the staff at local level. Every component has a head official who monitors the staff under his/her command. An annual performance enhancement report is compiled and sent to the Area commissioners office for perusal to monitor staff performance. The station commissioner uses the PEP reports (“Performance Enhancement Programme”) and other departmental guidelines when a members promotion is at stake.

On local level, a station management committee consists of a member of every component. This management committee meets every week. Each member from a component must give feedback regarding all the activities in his/her component. Minutes are kept of these meetings. The minutes and reports at station level are thoroughly perused by officers of the police inspectorate on a quarterly basis. They compile an inspection report which are signed by the Area commissioner with the necessary comment on the inspection report.

At management meetings, CPF (Community Policing Forum) and two monthly JOCCOM (Joint Operations and Co-operation Committee) meetings problems relating to

crime trends are discussed. Different types of crime are prioritized, so that SAPS can deal with the more serious ones first.

4.10.8 Funding and spending

The station commissioner is the accounting officer and is responsible for the safekeeping of money that is sent to her station.

Equipment used by SAPS includes furniture, stationery, computers, fax-machine, telephones, photo-copier, fire-arms and ammunition and vehicles. Police stations are issued with vehicles. The buildings are under the control of the Department of Public Works.

Each item that is issued to the Police station is placed on an inventory list. In every office is a copy of this inventory. A computerised system is used to keep records of all the police station's equipment, vehicles, fire-arms and ammunition and other assets. Every year, an inspection is done by officials of the district and area inspectorate to update records of these items. They then decide if a item is still in a good condition. The replacement of worn items is prioritized and replaced according to available funds.

After a project is completed, the local police station writes a report of all the successes and problems experienced. If there is money left, it must be stipulated in the report and sent back to the office of the MEC through the area commissioner's office with a copy to the area commissioner.

Donations from businesses are received for food, sweets and incidental expenses, e.g. prizes for competitions. A bookkeeping system is kept and checked by inspecting officers at area and provincial level. There are financial clerks who handle the financial bookkeeping system on computer, and who are linked with the area commissioner's office.

4.10.8 Co-operation with the public

More foot patrols and crime prevention operations have been held, and information campaigns help people to overcome their fear to report cases. Police officials believe that members of the public realise their responsibilities to report crimes and to give information to combat crime.

A monthly Community Policing Forum meeting is held with representatives of the community, business sector, schools, churches, agriculture, NGO's, and the various government departments. At this meeting, crime trends are discussed and they try to find solutions to prevent and combat crime. The cooperation and collaboration with some of the leaders of the community is not sufficient at this stage.

Businesses sometimes donate goods and money for projects

It is a problem to let people understand the concept of the prioritization of crimes, and that the most important crimes have to be attended to first. The availability of staff and vehicles also plays a role in the attending of complaints.

Problems experienced are that there are still people who do not want to take the necessary steps to safeguard their homes, vehicles and businesses. Cooperation between the Police and the community is still ideal. Police officers believe that trust and communication between parties can be improved if more organisations, businesses and community leaders are involved with the Community Policing Forum. Community leaders and representatives of organizations and the business sector are reluctant to attend these meetings to find a combined solution with the SAPS to prevent and to combat crime.

The citizen interviews conducted for this study indicates a fairly widespread awareness of the CPF. A total of 7 out of 11 urban residents are aware of the CPF, and four of the seven residents believe that the CPF is doing a good job. However, it is unfortunate that none of the five farm worker interviewees had heard of the CPF. This indicates that the CPF caters primarily for urban residents.

4.10.11 Co-operation with other government departments

SAPS in Colesberg appears to have good interdepartmental relations. They have performed a interdepartmental project, called “Imbezo”, with other departments. The various departments had an opportunity to inform the general public what their functions are, to promote trust and co-operation with the public.

Projects are run at schools to inform the youth of the dangers and consequences of drug and liquor abuse. The abuse of these substances leads to assault, rape and theft. This also promotes diseases such as HIV/AIDS. Youths are imprisoned at a youthful age and their lives are damaged forever. The department of health and welfare are of a great help in these kinds of projects.

They have two monthly meetings with the departments of Justice, traffic and correctional services. With the JOCCOM (Joint Operations and Co-operation Committee) meetings, other organizations like the farmers union and commando are invited to discuss the rural safety plan and to find solutions to prevent and combat crime.

Other departments do their own funding when a project is launched and participate as trainees, for example, when the police give lectures on road safety, how HIV/AIDS can be prevented, how the courts work, and what are the functions of the prosecutor and magistrate.

Cooperation and collaboration between SAPS and other departments, the business sector and other organizations can be much more effective if SAPS had more personnel and time available to communicate properly with other departments.

Communication between the various agents are at least once a month or every two months. A area commissioners representative attend meetings at least two times a year.

The station commissioner are the responsible person for the safety of her station area. She have senior members who dealt with problems and most complaints are dealt with by them. If a problem cannot be solved she attend to it and always try to find a solution that fit al the parties involved.

4.10.12 Overall success

The level of success of SAPS is indicated by 17 interviewees' perceptions about the general state of personal safety and security in their neighbourhoods. This shows that half the respondents felt that that security was adequate, although half the residents felt that they are unsafe.

In general, the majority of the citizen interviewees feel that the police have improved their effectiveness, although there is clearly room for improvement. The SAPS themselves are frustrated by a lack of funding, vehicles and staff. Some of the SAPS initiatives (such as JOCCOM and CPS) are making some progress, although SAPS feels that they do not get sufficient co-operation from civil society stakeholders.

In general, the level of controls, monitoring, data-gathering and reporting appears impressive. There is also an integration of national, regional and local planning, based on available crime statistics.

The overall impression is that the policing *organisational system* seems effective, but is hampered by a shortage of resources.

4.11 Department of Justice

4.11.1 Organisational structure

The magistrate office is divided into Head of Administration, the Magistrate and the Public Prosecutor. This enables the Magistrate and Public Prosecutor to focus on court cases and do not worry about administrative tasks.

The staff are skilled and there are a few new members who need practical experience. The older members mentor them to obtain the necessary skills.

4.11.2 Goals and objectives

The following are the goals and objectives which are relevant to Colesberg:

- Dispensing of Justice
- Maintenance and family law: In the past these structures were not fully in place to help women and children, and it has become an important government priority
- Legal Aid: Before an accused person is tried, he/she must get legal aid. Colesberg is fortunate to have a human rights NGO situated in the town, to assist in this regard.
- Community projects.

Open court days are held when children are invited to court. The children are taught what duties are performed in court and to overcome their fear for the magistrate and staff and to seek help with maintenance and family law matters. They educate children in family law to know what to do when they become victims of family abuse. When children learn about the laws and its functions, environmental security is promoted.

The community is becoming more and more involved in the eradication of crime. They are more willing to come forward to assist the process of bringing culprits to justice because they have overcome the fear of the judicial system.

4.11.3 Oversight and monitoring

Reports and statistics are compiled and sent to the three components' head offices. The Head of Administration reports to the regional office of Justice. The magistrate reports to his cluster Head of the Magistrates Commission. The prosecutor reports to the senior prosecutor. They get report-backs from their head offices if more information is required. There are also inspections on their administrative work and financial inspections on their financial registers. At annual meetings, the magistrate and prosecutor give feedback on what steps has been taken to solve backlogs in cases. The magistrates' court rulings are sent to the cluster head for reviews on his rulings.

4.11.4 Funding and spending

An inventory and other prescribed bookkeeping procedures are kept and inspected regularly. The building falls under the Department of Public Works.

An annual budget is compiled, taking into account the previous year's budgets, income and expenditure rate, plus provision for unforeseen expenditures. The budget is sent to the regional head in Kimberley. The regional head determines staff, operational cost and office space. To determine the allocation ratio, they took in account the crime rate, number of cases handled and how large the district is. The Colesberg district is 37 885km².

4.11.5 Capacity constraints

The interviewee was uncertain about any capacity constraints, but felt that factors like the illiteracy of some community members affects their work. It takes longer to help an illiterate person than a literate person. These factors are not taken in account when a job description has to be compiled. The new leave regulations place a constraint on staff due to the fact that every five months they have a shortage of one member who is on leave. The staff must take all their leave, otherwise they lose it.

She foresees a long wait for transcriptions if every court case have to be recorded.

4.11.5 Co-operation with other departments

The magistrate's office staff interact with other government departments on a daily basis. The co-operation between them is good. Without the assistance of other departments, the Department of Justice cannot function properly. They have meetings with the SAPS, traffic police, correctional services and social welfare every two months. Minutes of these meetings are kept.

4.11.7 Overall success

The Department of Justice in Colesberg handled 240 maintenance complaints in 2002. At least 113 domestic violence applications were received. The magistrate does not experience a serious backlog of cases. The fact that he has more time to spend in court helps with the finalizing of court cases. However, he must attend meetings with his cluster head of the Magistrates Commission.

Although they experience a shortage of staff, they are committed and motivated to complete their task. They performed 328 hours overtime during 2002, to be on track with their workload.

More translators are needed to overcome the problem of people who do not speak Afrikaans or English.

4.12 Agriculture and land reform

Three agricultural government officials were interviewed:

- Field worker from the Department of Agriculture in Kimberly
- Agricultural development and animal health technician from DoA in Colesberg
- Supervisor of animal health

In addition, one councillor from Umsobomvu municipality and one farmer from Colesberg were interviewed.

4.12.1 Goals and objectives

The Department of Agriculture has the following objectives:

- Effective animal disease control in the Colesberg region (Animal health technician) includes (1) cattle/sheep dipping and dosing, and (2) Visiting farms to examine animals to see if they are healthy or not and take samples to run tests
- Assisting emerging farmers to find land, and training them in the administration of farming, to handle financial matters and to manage their farms (Agricultural development technician) with focus on (1) Information how to apply for land and to get loans, and (2) Stock density and grazing.

The field workers deal mostly with emerging farmers but if commercial farmers come to their office, they do try to provide assistance to them too.

The following projects have been undertaken for emerging farmers:

- The chicken project started with money from Department of Social Development funds, but collapsed after the project funds dried up
- Food security is established through vegetable gardens to help the sick and needy. Vegetable gardens are initiated in hospital, schools, clinics and in backyards. The department negotiates with the municipality to provide land and water for these vegetable gardens. The Department of Health provides the land and the seed, while DoA provides technical assistance.

The health of animals has improved because the department has created a sense of responsibility in farmers, and has encouraged them not to overstock the land.

The land reform programme is slow. The De Aar office of DoA has implemented one land reform project in the Colesberg district (a smallholding was purchased for emergent farmers), but three other applications for additional smallholdings have been submitted to DLA. Typically, the beneficiaries are family groups.

A nearby farmer observed that he would like his farm workers to apply for agricultural land, but that the government subsidy is insufficient to buy the amount of land that is needed for a viable farm.

Although emergent farmers receive DLA grant for land, they have to take out Land Bank loans, and they can often not pay back these loans. There are many people who have livestock with no place to graze. The animals are kept in backyards and walk in the neighborhoods (residential areas) and pose a treat to people's health and safety.

Farmers have to be trained to find better markets and to sell their stock at better prices, and therefore to become more commercially oriented.

4.12.2 Organisation

According to the agricultural fieldworker based in Kimberly, whose area of responsibility is Karoo district, there are only 14 field workers that are involved in the implementation of projects in the Northern Cape. Given that the Northern Cape is very huge, there is a need for more staff to assist in the execution of departmental tasks such as control of animal diseases, educate emergent farmers on how to manage farms and make profit from farming and how people should manage food security programmes.

However, there are two DoA staff members in the Colesberg area. They are an Animal Health Technician and an Agricultural Development Technician (which is similar to an Extension Officer). They are supported by an administrative assistant to the Animal Development Technician.

The DoA staff both have agricultural diplomas.

The organisational structure has not been resolved, and post descriptions are not finalized. There are some contradictions between staff tasks and their formal job descriptions.

These two officials are successful in motivating emerging farmers to keep their animals well. The communication between their office and the emerging farmers is good. They are committed to help the farmers in finding land and to keep their animals in good health.

4.12.3 Agricultural and land reform projects

During the Colesberg project, the 17 respondents recorded the prevalence of agriculture in their areas. Seven respondents maintain that people are involved in some form of agriculture, whereas 10 felt that most people do not have agricultural activities.

The table shows that urban agriculture is fairly widespread, although not all households are involved.

According to the councillor, Umsobomvu municipality has been involved in agricultural and land reform projects and this includes the acquisition of a farm of 2 800 hectares with the financial assistance of the Land Bank and the Department of Land Affairs. Ten emergent farmers will be settled on the farm, with each owning ten to twelve heads of cattle and they will also engage in small-scale crop farming. These ten farmers were former farm workers and it is expected that they are going to use their agricultural background to effectively develop farming.

Umsobomvu municipality also possesses a farm near Colesberg town. This farm is used by informal and emergent farmers. This farm accommodates cattle- owners who have moved from rural areas into urban areas and the municipality maintains the farm. According to the councillor, a recent project that aims to move fifteen farmers from municipal commonage to an adjacent farm of about 5 000 hectares has been initiated. This project will take such fifteen farmers for training for about three to five years and after that they will be helped to acquire their own farms and do farming.

Farmers on the municipal commonage are organised into Salinga Farmers Association. The municipality maintains the farm but there is a problem of theft of the fences and overgrazing.

Another project involves the acquisition of a farm for five former farm workers with funds from Land Bank. The original owner wanted R 900 000 for the farm but was asked to lower the price up until he agreed for R450 000. The Land Bank can assist with R400 000 and the rest will be secured from the loan so the beneficiaries are discussing whether to form a trust or a closed cooperation in order to secure the loan.

The fieldworker said that beneficiaries group themselves and approach the Department of Land Affairs to get land because each unemployed person qualifies for R20 000 so after they have formed groups (typically family-based groups) they put together their subsidies and start a farming project. The beneficiaries are people who are poor and unemployed.

Some beneficiaries are involved in design, implementation and monitoring and evaluation e.g. poultry project on municipal commonage land, where the Agricultural Development Technician asked the people how they want to run the project. The group raised chickens and sold the eggs and chickens and they also monitored the progress they were making in that project together with the extension officer's assistance. However, this project was not sustainable after project funds dried up. The beneficiaries do not have sufficient management and business skills.

According to the fieldworker, beneficiaries who simply get land from DLA are often not involved in the design of any project they want to embark on and this is evident of the problems they are always faced with wherein the projects do not work and they approach agricultural field workers to assist them. Beneficiaries are not always happy about the programmes because government simply give people land without adequate assistance. People should be assisted with funding and equipment for at least two years and after that people could be independent. DoA interviewees also observed that government officials from DLA provide land without doing fertility studies, and this leads to problems.

4.12.4 Oversight and monitoring

Process of reporting involves monthly meetings with the community where the DoA staff collect data and get feedback of progress made in vegetable gardens and help with problems experienced with applications for land and loans. There are also weekly

inspections, observations and written reports that the DoA staff submit to the assistant directors of the department.

The DoA staff participate in various farming committees (including the small-scale vegetable growers and the commonage users, as well as the commercial farmers association).

DoA staff keep record of departmental expenses and use a financial bookkeeping system that is audited.

4.12.5 Funding and spending

a. Inventory

The DoA staff keep record of all office equipment, furniture, tools and vehicles on an inventory list and register. There are four vehicles with which they perform their duties and visit emerging farmers. There is only one computer for the whole office. The animal health technician experiences difficulty to write her reports, whereas the agricultural development officer has her own administrative clerk. The animal health technician complains that the equipment she uses is old and inadequate.

b. Annual planning and budgeting

The Colesberg staff compile a planning and budget at the beginning of every year and send it to the regional office. The regional office reviews it and sends it to head office. The finance division of the regional office does the allocations of budget.

DoA has experienced cut-backs on their budget.

c. Income generating projects

Funds for the projects are mostly received from the government. Some projects are funded by other organizations, such as the vegetable projects which are supported by the Department of Health. The emerging farmers can buy livestock at low prices from DoA, and at times bulls are distributed to them to practise farming for five years after which they have to return them. The emerging farmers handle their own records of the projects but on a monthly basis report to the department.

d. Capacity constraints

The Department experiences capacity constraints relating to staff training. More training has to be offered to as many people as possible so that the work of the department could be carried and performed effectively. There is a real need for practical training with regard to community development and management of emergent farmers.

4.12.7 Cooperation

Other departments and organisations that are involved in the implementation and execution of the projects include:

- The Department of Social Development which funded the chicken project as a poverty alleviation project
- Department of Labour which provides funding for skills development. However, the Department of Labour approaches people and offers training without contacting the DoA which is much more informed about the problems and skills needed for certain people.
- DLA for people who buy land. Participation is not good because DLA provides land without informing DoA to offer agricultural support. When there are agricultural problems, they are referred to DoA even though DoA was never consulted during the handing over of the land.

DoA would like to see more cooperation among line departments. With other agents, such as the Independent Development Trust (IDT), co-operation is good because they are committed into making the projects succeed and that they get paid.

However, the councillor expressed dissatisfaction about the lack of support from DoA to municipal commonage projects. The white farmers have tried to assist the emergent farmers but the emergent farmers views this as interference by white farmers hence they (emergent farmers) do not cooperate. So the DoA has a critical role to play in ensuring that it supports the commonage projects.

4.12.7 Overall success

According to the fieldworker from DoA, in the projects he has been involved, there are more unsuccessful cases than successful cases and this is due to poor co-operation between DLA, Labour department with DoA.

Furthermore, the beneficiaries do not take responsibility for the land they have received. Beneficiaries make mistakes with regards to pricing and purchasing, and do not always adhere to the advice provided by the DoA officials. If this continues, future projects will fail.

DoA remains understaffed and underbudgeted, and this prevents effective guidance.

The fieldworker noted that weaknesses include lack of cooperation among beneficiaries and government departments do not work together, so DLA should give land to people with potential to use the land effectively and relations between government departments should be improved and the tasks should be shared among them in order to achieve the common goals.

4.13 Roads and transport

4.13.1 Goals and Objectives

The Technical Services Department of the Karoo District Municipality is responsible for road construction and maintenance in the Umsobomvu Local Municipality. The Technical Service Department acts as the delivery agent for the provincial Department of Transport and Public Works.

Currently, a secondary road is being constructed by Technical Services Department near the town of Noupoort. Construction on the road was started in early January 2003 and the department expects the completion date to be in mid-May of the same year.

The Noupoort project involves about 14 employees attached to the District Municipality.

Between 8% and 10% of the Noupoort project has been completed. The project was delayed because of flooding in January 2003, which swept away a temporary bridge.

A matter of concern is that, due to years of reduced subsidies by the Provincial Government, the District Municipality's machinery and equipment in the department's possession was out of date and almost obsolete. However, the department's staff are efficient and reliable.

4.13.2 Current condition of roads in the Colesberg area

The Colesberg study interviewed 17 residents at random, about the condition of the roads. The results were generally negative:

The table below shows how people interviewed in the town and farming areas viewed the conditions of the roads in their community. Nine felt that roads were unsatisfactory or very unsatisfactory. Five residents referred to some problems with regards with road maintenance. The general impression is that road maintenance is very problematic.

Only 3 out of 17 residents felt that the condition of the roads is adequate. All rural interviewees felt that the roads need some attention, or are very unsatisfactory.

4.13.3 Oversight and monitoring

The Karoo DM's Technical Services Department keeps track of the project in Noupoort, as well the progress made on other projects in accordance with a set method.

A business plan is compiled before the project is initiated. Hereby, the project is broken down into different phases which specifies the methods that will be used for monitoring each phase. Also included are the indicators the department intends to use to monitor the

project. The business plan is then presented to the provincial Department of Transport and Public Works for approval. Should the Department of Transport and Public Works feel the included indicators are insufficient, it may recommend that additional ones be added.

To monitor the actual progress made once the project is underway, monthly terrain inspections (of the site) are conducted. These inspections are attended by the advising engineer, the contracted agent (in the case of Noupoort and other areas falling under the Karoo District Municipality, this is the Technical Services Department), officials attached to the local municipality who have been assigned to oversee the project, the Community Liaison Officer (CLO) and the relevant project committee. In the case of the road works near Noupoort, the advising engineer was appointed by the Department of Transport and Public Works.

A CLO is appointed whenever the department initiates a project. This individual regularly consults with members of the community and the project committee to inform them as to what progress is being made. Moreover, the Department of Transport and Public Works also appoints a Project Coordinator that meets with the Technical Services Department on a monthly basis to monitor the progress made on a given project.

4.13.4.1 *Community involvement*

The project committee is composed of people chosen by the local community and serves to inform the community about the project and issues surrounding it, as well as to convey possible grievances to those responsible for the project. The project committee is also responsible for recruiting local people to work on the project. At the time of writing, 60 local people were employed to work on the Noupoort project.

The Head of the Technical Services Department of the Karoo District Municipality indicated that the Department of Transport and Public Works usually stipulates how many local people should participate in a project, and what type of skills they should possess. Furthermore, the project committee was also responsible for addressing grievances aired by the local workers. The municipality and the project committee shared the responsibility to deal with labour disputes originating from these individuals as well as disciplinary hearings when necessary.

4.13.5 *Funding and Spending*

The provincial Department of Transport and Public Works owns all machinery and equipment used by the Department of Technical Services. However, the personnel that operated the equipment are attached to the District Municipality. The District Municipality keeps track of the equipment and machinery by way of an inventory.

The provincial department determines the tariffs for the use of machinery while District Municipality pays the salaries of the personnel involved. The Head of the Technical Services Department suggested that the costs allocations ratio showed a breakdown on 25% for labour costs, 25% machinery and 50% for the materials used.

When a project is initiated, the provincial Department of Transport and Public Works would pay the amount budgeted for the project into a special account opened by the District Municipality. Costs that related to labour and machinery would be automatically billed against this account. Expenses relating material has to be authorised by the Head of the Technical Services Department before payment is made.

4.15.6 Co-operation

The Department of Technical Services in the Karoo DM co-operates with outside contractors as partners when implementing projects. However, these entities are involved in the provision of materials and not in the actual construction of roads.

The Department invites contractors to tender for projects by placing advertisements in the relevant newspapers. After the tenders had been submitted to the District Municipality, they are reviewed and the most appropriate one chosen. According to the Head of the Technical Services Department, the chief consideration when reviewing tenders is the cost indicated, usually the lowest is preferred. Seeing as these transactions involves the delivery materials, correspondence between the District Municipality and the contractors normally cease after the materials are delivered.

4.15.7 Beneficiaries

The Head of the Technical Services Department indicated that the identification of road construction priorities could be done in one of two ways.

Firstly, the department could undertake an assessment of needs in a given area. Thereafter it would compile a business plan on the basis of the information gathered in the assessment. This plan would then be presented to the provincial Department of Transport and Public Works approval.

Secondly, the provincial department could approach the District Municipality to build a road or initiate maintenance work in a given area. The Head of Technical Services Department indicated that the latter led to the initiation of the Noupoot project. He further indicated that the Member of the Executive Council for Public Works and Transport requested that the project be implemented. He went on the mention that the local community has a positive view of the project, seeing as the department was also constructing a footpath in the same area.

4.16 Public facilities (including the new sports centres)

4.16.1 Goals and objectives

A sports complex in the town of Colesberg had recently been constructed. The aim was to provide recreational facilities to people living in previously disadvantaged part of the town, as well as to promote the racial integration of sport.

The municipality had secured funding from the National Lottery fund for the construction of several other buildings. These included a sports complex in the town of Noupoort (R1,6m), the construction of another sports complex in Norvalspont, (R1,2m) and for a smaller complex in the previously disadvantaged area in Colesberg (R700 000).

4.16.2 Oversight and monitoring

There are set procedures regarding the monitoring of progress made on projects.

In the case if the sports complex, the municipality approached an engineering consultancy (KweziV3) to handle the project after it had secured the necessary funding. The consultancy oversaw the entire process. After it had compiled the business plan, it published notices inviting contractors to tender for different parts of the project. When the project was initiated, a steering committee, comprised of all those who had an interest in the project, was established. The steering committee consisted of the advising engineer (KweziV3), the councillor in whose ward the complex was situated, the municipal official who was assigned to monitor the project (the Head of the Health Department and Acting Head of the Engineering Department), members of project committee and sports committee.

The project committee is composed of members of the local community. It is responsible for disseminating information about the project to the community, as well as for conveying any grievances to those responsible for the project. Each town in the Umsobomvu municipality (Colesberg, Norvalspont and Noupoort) had elected a local sports committee. Representatives from these committees were nominated to sit on the sports committee that participated in the overview of the construction of the complex in Colesberg.

The steering committee engaged in monthly terrain inspections. If the consulting engineer was satisfied it would compile a certificate of payment, which would be sent to the Municipal Treasurer for endorsement (the steering committee also needed to sign the certificate). From there on the certificate would be sent to the funding agency (the national Department of Sports and Recreation), which would pay the amount indicated to the contractor. Payment would only be made for the work completed in the course of the month. Should the work have been of an unsatisfactory nature, the consultancy could have sent letters of warning or withhold payment. The consultancy also keeps 5% of the

fees due to the various contractors in reserve for year. This is to ensure the work delivered performs to the required standard for that period.

4.16.3 Funding and spending

The national Department of Sports and Recreation provided the funds for the construction of the sports complex. The project will also generate income for the municipality, as institution will be able to rent its facilities.

As previously explained, the authority for authorising any expenditures related to the project rested with the Municipal Treasurer, who had to endorse the certificates of payment compiled by the consultancy. The consultancy also kept records of any expenditures it recommended.

4.16.4 Cooperation

In the case of sports complex, the responsibility for the entire project rested with the consultancy. KweziV3 undertook to deal with issues such as the selection of contractors and their payment. After the project was initiated, the consultancy had contact with the municipality by way of the terrain inspections. On the completion of the project, a report was sent to municipality that would presented to council for discussion.

4.16.5 Beneficiaries

In the case of the sports complex, the selection of beneficiaries was governed by stipulations of the Department of Sports and Recreation. The contract specified what numbers of men, women and disabled people should be employed in the project. It was hoped that these individuals would benefit financially from working on the project as well as acquire skills.

There is also a standing labour committee. This committee is composed of members of the community and its role is to advise the potential employers which people to employ. The idea was to rotate employment opportunities within the community to ensure that as many people as possible would receive a chance to work. The municipality readily recommends that future employers work through the committee.

4.16.6 Overall success

Municipal officials suggested that the sports complex had been a success. Stringent measures were used to keep the construction work to the desired standards. In cases where the work did not meet with the approval of the advising engineer, payment to the contractor was withheld. Strict financial controls were also enforced.

4.17 One-stop centre

4.17.1 Background

The One Stop Centre was built last year and serves the community of Colesberg. It was initiated by the Premier and funded by Guinness UDV, a private donor. It functions as a place where all the residents of Colesberg can go to and meet the different service delivery sectors of the government.

4.17.2 Goals and Objectives

The overall goal of this center is make government service delivery more accessible to residents. It should function as an inter-sectoral information center to the people where they are informed about their rights on several issues, like the new labour law, service quality, their rights as consumers, etc.

The goal of having a one-stop center of locating all government departments under one roof has partially been achieved. The Departments of Agriculture and Home Affairs have not moved in. When Home Affairs moves in, they would only be available twice a week, which will probably be inadequate because people will visit the offices from all over the region to get their IDs and other documents, and they may well not find any service.

The main difficulty is that each government department runs its own individual programmes, without consulting with the other government department that is housed in the centre. This means that physical proximity has not yet led to interdepartmental co-operation in practice.

The following staff are involved in the implementation and rendering of services to the community at the center:

- Premier's Office – Director of the Center, Secretary, Cleaner, Security Staff.
- Home Affairs – 4 Officials
- Social Services – 3 Officials
- Department of Labour – 2 Officials
- Early Childhood Development – 2 officials
- ECIS – 1 Official
- Disability Desk – 1 Official
- ABET – 1 Official
- Municipality – 2 Officials

4.17.3 Oversight and monitoring

The Director of the centre reports directly to the Premier's office on a weekly and monthly basis. He also reports back to the community on how the centre is functioning, and on forthcoming programmes. At these meetings, the community also has the

opportunity to complain about the standard of service delivery of all the departments housed in the center. They also get the opportunity make suggestions on how service delivery can be improved.

There is a weakness in the whole process of reporting. Different government department stakeholders who are housed in the center do not report in any way to the director of the centre. This means that it very difficult for the director of the center to keep track of individual projects that the different departments are implementing.

There is no programme committee to oversee the programmes that are done by the different departments who is located in the center.

4.17.4 Funding and spending

- Inventory: There is no inventory list for the whole centre, because each department which is housed in the center must supply its own inventory for their offices. The Director of the centre could also not produce an inventory list for the part of the center that he is responsible for.
- Funding for day tot day management: The director's salary, as well as the salaries of the secretary, the security staff and the cleaner of the center are allocated directly from the Premier's office. The funding for the day-to-day management of the center also comes from the Premier's office.

If the director of the center wants to do a project, he needs to draw up a business plan and ask for funding from donors. Currently he is not involved in income-generating projects.

- Supervision and auditing of expenditure: The Premier's office does the auditing, control and budget of the centre. It is also the responsibility of the Premier's office to pay for the day-to-day running cost of the center.
- Capacity: Currently the director of the office does not experience any capacity problems in connection with the training of his staff, or in connection with what he needs to run an efficient operation.
- Budget: The director does not have a budget, because he is not involved in the financial planning or budgeting for the office, because it is done by the Premier's office.

4.17.5 Co-operation

The One Stop Centre is supposed to be a single network of government departments underneath one roof. However, there is the distinct impression that every department functions independently from other departments and that there is not much

communication between them. There is no joint planning from the different departments' staff members on how to serve the public.

4.17.6 Beneficiaries

The broader community of Colesberg was not directly involved in the planning of the centre. They were simply informed at a community meeting that the centre was going to be built. This might be the reason why there is the impression that the One Stop Center is just a place which serves the black segment of the community.

The centre has the potential to be the place where the whole community can be mobilized around specific issues and problems, but it does not function like that at this stage. Some interviewees felt that the main channel of communication for the centre is with Kuyasa (the black township) and not the other parts of the community.

4.17.7 Overall success

Service delivery has become much more accessible for the whole community and therefore the director of the center rates the overall success of the center very highly. The center has changed the lives of a lot of people.

5. COMMUNITY PERCEPTIONS

1. Shortage of food

From the survey of 17 residents in the Colesberg area, the findings are quite sobering. At least 7 respondents maintain that people in their neighbourhood suffer from hunger due to a shortage of food.

2. Most urgent development needed

The **urban** interviewees listed the following as most important needs to be addressed:

- Health (medicine, AIDS treatment, better trained medical staff, more effective clinic services)
- Housing
- Pensions, grants and food (child support feeding schemes)
- Security and the need to close the shebeens at midnight
- Training for municipal staff
- Employment
- Business opportunities
- Electricity and water subsidies

- Information office for the Department of Land Affairs and Agriculture

The interviewees who live on the **farms** noted the following needs:

- Health (emergencies, mobile clinics, doctors)
- Housing
- Pensions/grants (child support, disability grants).

These answers suggest that some of the programmes are not reaching the residents effectively. This is particularly worrying in the case of pensions, grants and food, for which there should be no reason for not being available to residents. Clearly, something is wrong with the management of the grant system.

Of the urban interviewees, **seven** maintained that service delivery is satisfactory, and **four** maintained that it is unsatisfactory. Of the rural residents, **two** maintain that service delivery is satisfactory, and **three** maintain it is unsatisfactory. The rural areas seem particularly unhappy with the level of government services. This may well have an impact on urbanisation in future.

It may also be significant that **three** interviewees ascribed the poor state of government services to corruption.

3. Successes and failures: The view from the bottom up

The residents' interviews (a total of 17) are clearly insufficient to provide a proper perspective. However, some trends can be determined:

- Sanitation and electrification projects have been widespread, and have been generally successful.
- Road maintenance is poor.
- Housing projects have been widespread, but it is not clear that all poor residents find the waiting lists accessible.
- While the schools experience frustrations with limited funding, residents appear generally satisfied with the quality of education they receive.
- Despite a severe shortage of staff in the clinics, the residents seem to experience the health service as positive. A matter of some concern is that residents find it difficult to access a doctor at the clinics.
- People's experience of the policing system is mixed – it appears that the crime situation is experienced as fairly poor, but people feel that the police service has improved.
- Very few people have benefited from land reform, and the beneficiaries are having difficulties with maintaining their agricultural enterprises.

Very effective community involvement has taken place on the sanitation projects. In fact, all infrastructure projects which involve local labour have been successful, to some degree, in involving the community in decision-making. Unemployed people are listed

by the municipality, and all infrastructure projects are expected to recruit workers from this roster.

In conclusion, the overall impression is that services (particularly infrastructural services) are slowly gaining momentum. Social services (policing, health, social work, and justice) are severely understaffed. This problem should be considered in the context of rapid in-migration and urbanization, as well as enormous social and health problems caused by HIV/AIDS. Clearly, government's human services have not kept pace with social realities, and programmes and budgets need to be reconsidered in the light of growing social problems. The current poverty alleviation approaches of creating small income-generating projects has not proven adequate to the task. A wide range of social services need to be resourced better so that they can address the magnitude of the social distress in Colesberg.