

# **NELSPRUIT (Mbombela)**

## **Ten-year review**

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## **1 Introduction**

Nelspruit is an example of an expanding city in a tourism region, with growing peri-urban settlements that have been incorporated into the metro boundaries after the local elections in 2000. These settlements have historically been cut off from delivery and have large service backlogs that are made worse by urban land tenure issues that hinder delivery. Unemployment figures in these areas, are typically high and economic opportunities lacking. To combat these problems, the Mbombela Local Municipality has adopted projects and initiatives (some public –private partnerships) that promote inclusive strategies for economic growth. These projects and initiatives also emphasise the eradication of unequal service delivery. It is hoped that these strategies will also bring about economic equity through for example the promotion of Black economic and SMME empowerment. One way of achieving this is through capitalising on the tourism boom and through encouraging massive investment in the area through the SDI initiatives, especially the Maputo Development Corridor (MDC), of which Mpumalanga and Nelspruit as the capital, form the economic hub.

This case study will be assessing the various government initiated programmes on eradicating the backlog in service provision in the peri-urban settlements, the tenure process as well as ascertain whether a more equitable economic growth and redistribution took place, especially with regard to the various LED programmes, the SDI and tourism promotion initiatives.

### **1.2 Area description**

Mbombela Local Municipality, which includes Nelspruit, the capital of the province of Mpumalanga, was established after the local government elections in December 2000. Nelspruit serves as a regional centre for the entire area, stretching from as far north as Bushbuckridge to Mozambique (Maputo) and Swaziland in the southeast and Lydenburg in the west. Mbombela Local Municipality includes the former Transitional Local Councils of Nelspruit, White River and Hazyview as well as the Transitional Rural Councils of Nelspruit and Nsikazi. The urban and peri-urban nodes include Matsulu, kaNyamazane, Daantjie and Kabokweni. The rural nodes include the Hazyview-Mganduzweni planning area, the Nsikazi planning area, Luphisi/Mpakeni villages and Elandshoek in the Ngodwana planning area (Mayoral Report, 2002).

Mbombela has a GGP valued at R7, 3 billion, which makes up 12,2% of the total GGP of Mpumalanga. The main sectors are manufacturing, trade and catering, finance and real estate as well as government supported agriculture and forestry (Mayoral Report, 2002:5). Economic growth is estimated at 2,8% per annum, higher than the national average. The high birth rate (4%) in areas such as Nsikazi and the western areas however exceeds the GGP rate. It is hoped that the SDI initiatives and the growing tourism boom will increase the economic development of Mbombela and all its residents.

### **1.3 Population profile**

The eastern part of Mbombela is characterised by high poverty levels, low literacy levels, limited infrastructure and limited economic growth whereas western Mbombela experiences high economic growth, high literacy rates and good infrastructure. High unemployment levels are experienced in the rural villages and townships, officially ranging from 25% to 41%, but estimated to far exceed this in deep rural areas (Mayoral Report, 2002). The urban towns experience relatively low levels of unemployment rates of less than 10%.

Of the approximately 600 000 Mbombela residents, more than 85% reside in the peri-urban areas. The major languages spoken in Mbombela are Swati, Afrikaans and English followed by Northern Sotho and Sign Language (Mayoral Report, 2002). Thirty-eight (38%) percent of the mainly African population is illiterate.

#### **1.4 Socio-economic trends**

Being the economic centre of the province of Mpumalanga as well as the region, Mbombela has experienced constant economic growth over the past few years. However, rural villages and townships showed an increase in poverty levels during the same period. Today, the majority of residents in areas such as kaNyamazane and Matsulu are still highly dependent on Nelspruit and white-owned farms for employment opportunities. The establishment of Tekwane, between Nelspruit and kaNyamazane on the Maputo Corridor, a Provincial Housing Board residential development and industrial land for development, has been identified as a spatial and economic link between the historically white and black towns (Development Works, 1999). It is also envisaged that the expanding tourism industry would lead to more job creation as well as the emergence of Black entrepreneurs in the tourism industry.

It seems as if informal economic activities are vibrant throughout some of the townships. Although the average income level is low, there seem to be a significant diversity in income patterns. Residents in Matsulu have a higher proportion of households within the R1000.00 – R3000.00 income bracket than kaNyamazane because the majority of the former kaNgwane government officials reside in Matsulu and have now been incorporated into the Mpumalanga provincial government and the Nelspruit TLC, now the Mbombela Local Municipality (Development Works, 1999). Income levels seem lowest in the R188 (former homeland) areas. Residential costs are however also lower in R188 areas, compared to R293 areas.

In both kaNyamazane and certain extensions of Matsulu some residents have invested considerable sums of money in consolidating, extending or improving their dwellings (Development Works, 1999).

#### **1.5 Overview of recent history**

After the National Party came to power in 1948, Black South Africans were removed from the urban centres, including Nelspruit, and confined to labour reserves identified in the 1913 Land Act and the 1936 Native Land Act. From the 1960's relocating urban Black people to commuter areas entailed 'deproclaiming' existing townships and moving their residents, or incorporating the townships into a homeland by redesigning their boundaries. Some of these labour reserves were typically on the periphery of the urban area and under the government of 'autonomous' homeland and tribal authorities. The proposals contained in the Government White Paper of 1956 sought to strengthen tribal (chiefly) authorities, dependent on communal tenure, in the reserves, and develop the system of border industries (Development Works, 1999). The township of kaNyamazane for example, was established in 1968 after the people was forcibly removed from the township of Mbombela, in order to serve the labour needs of the metals and minerals plant (MMC). This systematic policy of urban apartheid thus resulted in a convenient source of cheap labour for the industrial area that was just far enough so that the responsibility for providing in their developmental needs, e.g. schools, housing, etc. rested with the tribal authorities.

This resulted in a situation where Nelspruit itself exhibits an urban structure that contains a previously 'white' developed core, which is well serviced and provided numerous opportunities for this section of the population. In contrast, the periphery supports a largely 'black' population that has little access to basic services and development opportunities.

Furthermore inadequate land administration and land formalisation processes in former homelands or reserves resulted in a lack of registered and formalised towns (e.g. R293 and R188 towns such as kaNyamazane and Matsulu) where tenure (ownership) rights were dealt with in an ad hoc basis, resulting in uncertainty among residents regarding their legal right to the land they live on (Development Works, 1999).

R293 towns such as kaNyamazane and Matsulu were established in terms of Proclamation R293 of 1962, applicable in 'scheduled' and 'released' areas situated within the former self-governing territories and homelands. Both towns have been proclaimed and surveyed. These towns are characterised by the following:

- The limited property rights granted to residents (nominal ownership of R293 towns are vested in the office of the Minister of Land Affairs) prevents socio-economic and infrastructure development.
- Inadequate measures for surveying and registering impedes the formalisation and upgrading processes.
- Disputed jurisdiction over land in former homelands between tribal authorities and government.
- The high density of people residing in such towns, dammed up against the former homeland and self-governing territory boundaries (Development Works, 1999).

KaNyamazane is closest to Nelspruit, located approximately 20 km to its east whereas Matsulu is 40 km northeast of the capital. The core of kaNyamazane can be described as a former homeland border town. It is highly concentrated and its residents commute daily to Nelspruit and the white-owned farms. Mostly formal housing exists in Matsulu and kaNyamazane, although mud houses and shacks also exist. The core of kaNyamazane for example, is more developed and a mixture of 4-roomed houses can be found together with those that have been improved and extended depending on owners' income level. There is little evidence of informal housing, despite the fact that no building bylaws have been enforced for more than 10 years. Widespread encroachment in these areas therefore abound. Informal housing is more evident towards the boundaries of these R293 towns and within extensions to the townships. Within the last decade or so, permanent structures have also been erected on land unsuitable for habitation (i.e. within the 50-year flood line or on extreme steep land. Formalising such areas will therefore be difficult (Development Works, 1999).

The tenure rights held in R293 towns are principally Deeds of Grant, in Matsulu however, as the number of residents exceeded the total number of sites, Permits to Occupy (PTO's) were also issued. This resulted in one person having a Deed of Grant and another having a PTO for the same site (Development Works, 1999). The understanding is that those with PTOs should vacate those stands once more land is released.

Other towns such as Zwelisha, Daantjie Pienaar, Luphisi and Msogwaba and Mpakeni are known as R188 towns. These towns fall under the jurisdiction of tribal authorities and typically have not been proclaimed or surveyed.

Mbombela Local Municipality is adamant that the upgrading of existing infrastructure and the provision of new infrastructure and service provision (e.g. water and electricity) would only be possible once the tenure insecurities have been resolved and townships formalised and registered. It maintains that it cannot render services or upgrade infrastructure on land it does not own or on land that does not belong to the residents, as it would be unable to generate revenue (e.g. property taxes, payment for services rendered). This according to the municipality also exacerbates other delivery programmes, e.g. housing, roads, etc. It is therefore imperative that tenure issues be resolved, towns be formalised and registered in order to adequately address the backlog issues.

To reiterate, the challenge in Mbombela is to bring about economic equity through growth and redistribution. Because the different areas within Mbombela have different developmental needs, the area was divided into 9 planning areas (development facilitation zones) and planning area specific strategies were developed for each development facilitation zone.

## **2 DEVELOPMENT & PLANNING OBJECTIVES**

The Mbombela Local Municipality's Integrated Development Plan (IDP) was guided by The Development Facilitation Act 1995 (Act 67 of 1995) (Integrated Development Plan, Mbombela Local Municipality, Volume 1, 2002-2006). The Mbombela Local Municipality adopted this IDP in June 2002 following an extensive consultation and public participation process.

The main actors driving the Mbombela IDP process include the IDP Steering Committee and the IDP Representative Forum. The former was appointed by the Mbombela Local Municipality and involves officials thereby ensuring that the end product will be institutionalised, as officials will understand how outcomes were derived at. The latter is made up of council officials, the Mayoral Committee, ward councillors, provincial government departments and sectoral organisations such as the Afrikaner bond, COSATU, Disabled People South Africa (DPSA), SANCO and The Rural Action Committee (TRAC). Under representative and non-organised social groupings such as youth and women's groups and the informal sector were also engaged in the IDP process. Community based consultation took place through interim ward and area committees where local structures could express their needs and desires. The IDP process followed guidelines and principles as published by the Department of Provincial and Local Government. Key components of the IDP document include:

- **Meeting basic needs** through alleviating poverty by ensuring that poor residents have access to free lifeline basic services and food security through the implementation of co-ordinated urban or peri-urban renewal and sustainable integrated rural nodes in Mbombela.
- **Social transformation** through contributing to the development of caring communities which promotes and protects the rights and needs of children, women, people with disabilities and the elderly, focusing on the rural poor in particular.
- **Economic transformation** by promoting the equitable creation and distribution of wealth in Mbombela.

- **Safety and Security** by contributing to the creation of communities where residents and visitors can work, live and play without threat to themselves or their properties.
- **Good governance** in order to ensure sustainable and representative governance through the efficient, effective and sustainable utilisation of resources in consultation with the residents of Mbombela (Mayoral Report, 2002:6).

In short key development priorities include potable water; quality roads and storm water; basic sanitation; housing (land availability); HIV/AIDS; revenue collection (payment for services); job creation; education and skills development; land tenure and land use management; crime prevention and primary health care services (IDP, 2002 – 2006).

The vehicle to achieving these objectives, especially meeting basic needs, is through Urban renewal programmes and integrated rural sustainable development strategies.

## **2.1 Recent context of delivery**

### ***Developmental objectives include:***

#### **Basic needs:**

##### **Water:**

- To provide all households in Mbombela in the next 10 years with affordable and metered potable water.

##### **Sanitation:**

- To provide all households with minimum sanitation by 2010.
- To provide all schools and clinics with minimum sanitation by 2005.

##### **Electricity:**

- Maintaining existing electricity networks.
- Supplying reliable and sustainable electricity to former homeland areas.
- Supplying electricity to houses that are not connected yet, e.g. in Tekwane and kaBokweni.

##### **Health:**

- To promote the health of Mbombela residents by facilitating access to accessible and effective health care services in Mbombela by 2005.
- Contributing to food security through the Integrated Nutrition Programme with programmes such as the Primary School Feeding Programme, Household Food Security Projects, etc.

##### **Housing:**

- To ensure that all residents who qualify for government subsidies are sheltered in a formal structure by 2015.
- Providing a minimum of 1000 units per year.

#### **Poverty alleviation initiatives:**

##### **Economic development initiatives**

- To reduce poverty through the creation of jobs and business opportunities.

- To establish formal links between the local municipality and the business community.
- Through supporting the various Spatial Development Initiatives, in particular the Maputo Development Corridor. Identifying viable projects, which can serve as catalysts for Mbombela as well as the corridor initiatives. Finalising an incentive package to support new development within the two main corridors identified in order to attract new developments within the eastern corridor, which included the Maputo corridor and the western corridor (Nelspruit/White River Road).
- Through supporting tourism initiatives and the emergence/increase of Blacks in the tourism industry.

**Rural development and agriculture:**

- To increase the economic contribution made by the agricultural sector by 20% over the next 5 years and promoting the entry of small-scale black and female farmers into the mainstream agricultural economy, particularly focusing on the export market through the Maputo harbour and the proposed Kruger-Mpumalanga International Airport.

**Skills development, job creation and SMME initiatives include:**

- To facilitate and co-ordinate education and skills development programmes for young people living in Mbombela, with special emphasis on young people with disabilities and young women over the next 5 years.
- Providing young people with access to job related skills through accredited training and internal learnership programmes over the next 5 years.
- Facilitating bursaries for at least 15 per year in the following fields; IT, engineering, finance, trade and tourism.
- To increase work outsourced to Historically Disadvantaged Individuals (HDIs) through the local municipality's outsourcing of services and infrastructure-related projects by 60% in 2006.
- To maximise opportunities presented by the new Kruger Mpumalanga International Airport.

The Community Based Public Works Programme and Working for Water programme are part of the poverty alleviation projects aimed at job creation.

**Crime prevention initiatives include**

- To contribute to the creation of safe, crime-free communities and CBD's in Mbombela through building partnerships and co-ordination of community-based crime prevention initiatives.
- To facilitate the extension of high mast lights to 50% of villages within Mbombela by 2006.

**Land administration and tenure rights:**

- To ensure that all residents have formalised land tenure/ownership by 2020 and that all townships are formalised and registered (Development Works, 1999).

***Developmental actors***

Actors differ in terms of the projects and programmes that were or are implemented. The Mbombela Local Municipality for example is responsible for the planning, administration and servicing of needs of residents of the R293 and R188 areas, as well as ensuring that it collects revenue. They are therefore the main role player in this regard. The local government however is unable to adequately deliver services

to these areas, as the areas are not formalised yet. Upgrading infrastructure on land that is neither owned by the municipality nor the residents is difficult as the municipality is unable to charge for rendering such services. The municipality maintains that adequate upgrading or rendering of new services can only be accomplished once the tenure issues are resolved and towns are registered and formalised (Development Works, 1999; Mayoral Report, 2002).

Land allocation and administration are sources of conflict and mistrust between local government and traditional authorities. Should tenure upgrading result in township establishment of R188 areas, traditional authorities stand to lose their power as the local municipality takes over administration (Development Works, 1999). There is evidence of opposition political parties threatening to lead to land invasions, as a means to gather popular support (Development Works, 1999).

Despite the current situation, the municipality is in a process of upgrading the greater Nelspruit area and in providing much needed infrastructure, especially in areas facing a backlog. It works in close partnership with other government departments, e.g. Department of Water Affairs and Forestry for delivering services such as water and sanitation; with the Department of Housing and Land Administration in delivering housing and the Ehlanzeni District Municipality for delivering much needed infrastructure, e.g. schools, clinics, etc. In order to speed up the delivery of much needed services, it has entered into public-private partnerships with various members of the private sector. It is also involved in Local Economic Development (LED) initiatives to stimulate local economic growth and help emerging (Black) entrepreneurs. Economic development initiatives also involve partnerships with the private sector, e.g. encouraging massive investments in the Maputo Development Corridor SDI, the construction of the Kruger Mpumalanga International Airport (KMIA), etc. (See section 2.3 for information on specific deliverables and related expenditure).

The community steering committees play vital roles in the inception as well as completion of numerous government projects. These committees for example were involved throughout the tenure process and upgrading plans were also submitted to them for their approval. The committees have an office in each community and community members take their ID documents there in order to be put on waiting lists or entered into databases of beneficiaries. These committees also conduct door-to-door surveys.

In other cases one find community members actively involved in delivery projects. For example, the beneficiaries of the Peoples Housing Process played (play) pivotal roles in the design, planning, implementation and ultimately construction of their own houses. They either build the houses themselves (after receiving training) or identified contractors to do so. They were also helped by the Peoples Housing Process to identify contractors as well as service providers.

## **2.2 Financing of delivery**

Funding depends on which project and what government department is mainly responsible for the delivery thereof. The Mbombela Local Government is mainly responsible for upgrading the area. It is estimated that a total of R32 million will be required to fund the upgrading project. By 1999 about R8 million had been made available through the national Department of Land Affairs Settlement Planning Grant. This grant is expected to finance the upgrading of 8000 sites (Development Works, 1999:13). Apparently it has been difficult establishing co-operation between the national and the provincial offices of the Department of Land Affairs, mainly due to a

lack of capacity in both departments. The funding role of the provincial government is limited due to financial restrictions, e.g. only a certain amount of money is allocated annually which is not enough. The local municipality has committed itself to fund part of the process, seeking funding elsewhere. Other financiers include the national Housing Department (through the provincial housing board) (Development Works, 1999).

The Department of Land Affairs on the other hand is mostly responsible for the land management process whereas it together with the local municipality and the Department of Housing and Land Administration fund the tenure process. Each one of these government departments has its own budget. What was apparent is the fact that all respondents indicated that the monies allocated for various programmes are not sufficient. Financing of delivery will be discussed in more detail when dealing with the individual delivery programmes or processes (section 3).

The local municipality has also entered into numerous public-private partnerships to speed up service delivery. For example, to speed up water delivery services it entered into a partnership with the Greater Nelspruit Utility Company (GNUC) and for more effective service delivery of electricity it entered into a partnership with Kisko, (a consortium of ESKOM). The development of sports facilities will also be funded through NGO and private partnership funding. It has also entered into private public partnerships in order to increase investment in the tourism field and SDI initiatives (Mayoral Report, 2002).

The following are some of the capital requirement needed to address the backlogs in Mbombela over the next 5 years.

IDP linked	Sector	Location	Project description	Total amount	Funding source
Basic need	Electricity	All areas	Essential upgrading/maintenance	R5 750 000.00	MLM (Ext loans)
Basic need	Sewer	kaBokweni	Basic sanitation	R400 000.00	Prov GOV
Basic need	Sewer	kaNyamazane	Sewerage Treatment Work	R500 000.00	GNUC
Basic need	Water	kaNyamazane	Formalise informal housing	R300 000.00	GNUC

### 2.3 Development initiatives reported from study area

#### Spatial Development Initiatives (SDIs) and Tourism potential in Mbombela

Being the economic centre of both the province as well as the whole region, (including parts of Mozambique, Swaziland and Limpopo province) as well as being an increasingly popular tourism destination, it was envisaged that the Maputo Development Corridor (MDC) SDI as well as tourism would lead to numerous economic initiatives that would not only considerably boost Mbombela's economy, but also lead to numerous Black economic and SMME empowerment initiatives as well as create much needed jobs for the residents of Mbombela.

This led to a decision by the Mbombela Local Municipality to in the next 5 years focus on investment in the protection and expansion of existing economic nodes, which include the Nelspruit CBD, Nelspruit Industrial/commercial areas, Riverside Park Industrial, Riverside Mall, Provincial Complex, Rocky's Drift and White river. Objectives include the promotion of an investment strategy to ensure corridor development. The main focus of this investment strategy is to identify viable projects, which can serve as a catalyst for Mbombela as well as the corridor initiatives. The local municipality also plan to allow for a set of positive and punitive inventions in the

corridor. Strategies include the further development of existing and new businesses, the protection of interests of all investors, providing affordable housing projects as part of the or in close proximity of the corridor and promoting SMME development (Susan Oosthuizen, Deputy Director: Strategic Planning, Mbombela Local Municipality, Personnel communication, 23 May 2003).

A full business audit has been conducted for Mbombela on the turnover of various businesses, growth, size, number of people employed, etc. Certain trends and indicators will be identified out of this process, which will only be completed in June 2003. (Susan Oosthuizen, Deputy Director: Strategic Planning, Mbombela Local Municipality, Personnel communication, 23 May 2003). Unfortunately we were unable to obtain more information about the audit, this is despite a request for the relevant information.

This section will address the Maputo Development Corridor SDI and the promotion of tourism-related initiatives. LED initiatives are dealt with in more detail under section 3.

### **The Maputo Development Corridor SDI**

The Spatial Development Initiative (SDI) programme was launched in 1996 – 1997, modelled on the successful Maputo Development Corridor, by the national Departments of Transport and Trade and Industry and attempted to trigger some early results against the country's macro-economic GEAR policy. SDI activity focused on preparations to facilitate investment-led growth, as well as to pilot some institutional models to support joint planning and integrated development while newly created or changing institutions 'jelled' in the shifting socio-political environment of that period (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

SDI is a programme of the Department of Trade and Industry located at the Development Bank of South Africa (DBSA). The rationale behind physically locating SDI in the DBSA was mutually acknowledged synergies between DBSA's infrastructure investment programmes and the objectives of SDIs to bring new fixed investment into high potential areas, and the role of DBSA specialists in SDI technical task teams (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

The Maputo Development Corridor (MDC) SDI focuses on the N4 route stretching from Witbank in South Africa to Recano Garcia in Mozambique. The Corridor programme is more than just the construction of the road but includes the following key anchor infrastructural projects as well: the railway line, telecommunication, dredging the harbour and upgrading port facilities (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

The corridor is developed according to the Public-Private Sector Partnership (PPP) policy and has seen the concession of the N4 road to TRAC on a Build Operate, Maintain and Transfer (BOMT) arrangement for 30 years. A total of five toll plazas have been erected along the length of the road, two in Mozambique and three in South Africa. The Maputo Port Development Company (MPDC) is responsible for the management of the MDC (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

The corridor objectives are:

- To attract Foreign Direct Investment (FDI).
- To unearth and unlock local economic potential of the landlocked parts of the country and thus generate sustainable economic growth.
- To promote regional economic cooperation.
- To create sustainable jobs.
- To exploit spin-off opportunities that ooze out of the crowding in of FDI.

The major users of the corridor include:

Industries in the Witbank/Middelburg area (stainless steel beneficiation based on the output of Columbus Stainless); Secunda (petro-chemicals based around the Sasol plant); Ermelo (wool); Piet Retief (timber); White River (furniture making); Nkomazi valley (agri-processing); Belfast/Dullstroom/Machadodorp/ Lydenburg (trout fishing-based tourism) (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

### **Economic impacts**

It was envisaged that the MDC SDI would bring R270 million in foreign direct investment to the provinces. We were unable to obtain information on precisely how much foreign investment it has already accrued (Mahlangu, 2001, [http://mpumalanga.mpu.gov.za/premier\\_folder/premier\\_speeches/kmi\\_airport.html](http://mpumalanga.mpu.gov.za/premier_folder/premier_speeches/kmi_airport.html)).

The MDC initiative led to the following economic developments in the MDC region:

- Rapid commercial expansion in Nelspruit, which has developed into a regional service centre.
- Construction near Nelspruit of a R350 million international airport by a subsidiary of global technology and engineering group ABB in partnership with a local community that has contributed some of its land to the site.
- Development of the imaginative, multi-national Wild Frontier Tourism that creates a new tourism route from south of Nelspruit to Baberton, through Swaziland and Mozambique.
- Agricultural co-operation in which Mpumalanga farmers are supporting emerging farmers in Mozambique to develop sugar estates.
- Implementation by the Mpumalanga government of the cluster concept in which investors are encouraged to add value to raw materials and natural resources (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

Already Mpumalanga-based sugar miller TSB is annually exporting 120 000 tonnes of bagged sugar through Maputo, situated about 100 km from its biggest mill, rather than through the port at Durban, 400 km away. Some 70 000 tonnes of citrus was exported through Maputo, mainly from Mpumalanga, and port authorities are now working with Nkomazi valley banana growers to make it possible for them to develop export markets by using the facility (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

It is envisaged that the port re-development programme will produce substantial benefits to importers and exporters located throughout Mpumalanga and Limpopo. It is also estimated that the total trade through the port will reach 10 – 12 million tonnes

per annum in less than 10 years and exceed 20 million tonnes sometime between years 15 and 20 of the concession (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

Aside from working with prolific Mpumalanga growers to develop export facilities, MPDC plans to install capacity enabling TSB to not only export bagged sugar but also bulk sugar which is currently exported through Durban. MPDC also intends to develop dedicated terminal to handle cargo from the Mpumalanga and Swaziland forestry industries (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

Among its most ambitious projects is a plan to capture the exports of Nelspruit-based MMC, the world's largest producer of high-grade electrolytic manganese. Apparently MMC has expressed interest in using the container terminal for its export trade, provided MPDC initiate and complete substantial improvements to the marine management of the port.

MPDC also hopes to capture more of Mpumalanga's coal exports, initially from small producers, but eventually from big producers who currently use the KwaZulu Natal port of Richards Bay.

The MDC is involved in numerous initiatives, e.g. improving the roads that feed into the main MDC transportation route in order to facilitate more efficient movement of goods and agricultural produce within the region (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

Growing use of the port brings the Maputo Development Corridor (MDC) initiative another big step closer to achieving its major objectives:

- To stimulate regional co-operation and economic integration by restoring the traditional trade route linking southern Mozambique, South Africa's industrial heartland in Gauteng, Mpumalanga and Limpopo provinces as well as Swaziland (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

### **Impacts for communities and residents**

The building of the N4 and the upgrading of other infrastructure projects e.g. the railway line, other roads feeding into the N4; the telecommunication, port, etc. as well as implementing other industrial and infrastructure projects, led to the creation of construction jobs for people of Mbombela as well as elsewhere in the region. Unfortunately we were unable to obtain information on exactly how many residents benefited from these construction projects.

A housing initiative that was identified as a spatial and economic link between the historically white and black towns also sprouted out of the MDC initiative. Over 1000 houses were built in Tekwane Phase 2 between Nelspruit and kaNyamazane on the Maputo Corridor route (Mayoral Report, 2002). This land was identified for residential as well as industrial development initiatives. This particular housing initiative is part of the social housing programme, which is discussed in more detail under Housing, p.21).

It is hoped that the various emerging Black farmers and especially those operating commercially viable farms that were awarded overseas contracts will use the KMI airport as well as the Maputo port to export their produce to their overseas markets.

(For more information on emerging farmers, see Rural development and agriculture, p.29).

## **Tourism promotion initiatives**

### **The Kruger Mpumalanga International (KMI) Airport**

It is estimated that between 1.5 and 2 million people visit the Mbombela area annually for cultural and eco-tourism, service, business and conference tourism and recreation related tourism. The annual growth in the tourism industry in Mbombela is approximately 15% according to the Lowveld Chamber of Business and Tourism (LCBT). The above has resulted in a tremendous explosion of hotels, guesthouses, back-packer youth hostels and self-catering establishments mainly on the Nelspruit, White River, Hazyview axis, with relatively little benefit to rural communities (Mayoral Report, 2002).

Lying in the heart of South Africa's premier public and private game reserves and the prolific Lowveld agricultural belt, the new R350 million Kruger Mpumalanga International Airport (KMIA) that opened in October 2002 is a gateway to the Great Limpopo Transfrontier Park embracing Kruger National Park and game reserves in Mozambique and Zimbabwe. It is therefore believed that it will be a major boost in attracting more foreign and domestic tourists to the Mbombela area and a number of processes are currently underway to maximise this opportunity through the development of fly-drive-stay tourist packages. It is also believed that the airport clears the way for this region in the Maputo Development Corridor to become fully integrated into the South African and world economy.

This is because KMIA connects Mpumalanga to South Africa's major cities and makes the area directly accessible to African and world markets, opening numerous opportunities for investment in tourism and development of exports to meet European demand for fresh produce delivered overnight, particularly during the northern hemisphere winter. An estimated 60% of the fresh produce export cargo handled by Johannesburg International Airport emanates from the Mpumalanga and Limpopo Lowveld regions, which are situated at least 350 km by road from their current air freighting hub, indicating the potential for international freighting from KMIA. It is believed that the airport is not only suitable for freighting such products as perishable fruit, gourmet vegetables and cut flowers from Mpumalanga, but is also ideal for freighting seafood from Mozambique (Spatial Development Initiatives: Maputo Development Corridor, [www.sdi.org.za](http://www.sdi.org.za)).

It is also envisaged that the airport will make the Lowveld accessible to business people in general. Until now, many business people, both domestic and foreign, regarded the Lowveld as too remote, and this may have retarded the development of commerce and industry. People from Cape Town and Durban no longer need to fly via Johannesburg, or drive 350 km from Johannesburg to the Lowveld. ABB has successfully negotiated with the provincial government to ensure that commercial traffic from nearby Nelspruit and Skukuza airports, which moves 70 000 passengers each a year be diverted to KMIA (ABB in Southern Africa, Sustainability in focus: Kruger-Mpumalanga International Airport, [www://abb.com/za](http://www.abb.com/za)). All in all it is expected that more than 200 000 business and tourist passengers would use the airport annually.

## **Impacts for communities and residents**

The construction of the KMIA created sustainable jobs for the residents of Mbombela. One thousand people, mostly from the local community have been employed during the peak phase of construction. The initial retail operations also created significant amounts of long-term jobs (ABB in Southern Africa, Sustainability in focus: Kruger-Mpumalanga International Airport, [www://abb.com/za](http://www://abb.com/za)).

KMIA also represents a unique partnership. It has been financed by a subsidiary of global technology and engineering group ABB, with the aim of establishing the facility as South Africa's fourth largest airport. While ABB Equity Ventures hold 90% of shares in the airport, the 30 000 strong Mbuyane community which contributed some of its land to the 340 hectare airport site, has taken up the remaining 10%, making it probably the only tribal group in the world with shares in an international airport. ABB has assisted the Mbuyane people to form a community property association, which will control income from its shareholding in KMIA and a portion of passenger departure taxes, i.e. a R5.00 contribution to development from every passenger departing. The revenue will be used to fund much-needed development and upliftment as well as social services for the community, which include community centres, roads, schools and sporting facilities (ABB in Southern Africa, Sustainability in focus: Kruger-Mpumalanga International Airport, [www://abb.com/za](http://www://abb.com/za)). Primkom Airport Management (PAM), which operates the airport, is represented on the property association board. In turn, the property association is represented on the PAM board.

## **Other tourism promotion initiatives**

The local municipality donated thousands of rands to further promote tourism initiatives in Mbomela. For example, it stated that part of its R250 000,00 subsidy to Lowveld Info should be used to strengthen Local Tourism Organisations (LTOs) and to promote pro-poor tourism. The municipality in addition facilitated direct Internet access to Lowveld Tourism to reduce their communications cost via their own service provider, and agreed to occasionally make available the municipality's Sprinter for pro-poor and investment promotional tours. It also made available R90 000, 00 towards its Big event Services Subsidies for the same period, 2002 – 2003 (Mayoral Report, 2002).

## **Impact**

Some of the highlights of the partnership between the local municipality and Lowveld Info include:

- The publishing of a route road map book for the region. The map book will be marketed nationally and should become a fundraiser for the development of future publicity materials.
- Very successful tourism promotional expos were conducted at the Tourism Indaba in Durban, Menlyn Park, Maputo, Getaway Show, Sandton City and the Conference and Incentive Show.
- Effective usage of television and radio to promote tourism in the Lowveld through inserts on Mamepe, Pasella, and Radio Sonder Grense.
- Revamping the booking system to improve revenue for Lowveld Tourism. Bookings for the Kruger National Park in particular have become a major income source.

- Discussions with the Panorama Tourism Region for closer co-operation are well advanced and a cooperation framework was agreed upon with the Wild Frontier Region and the Mozambican Tourism Authority.
- Lowveld Info was very successful in organising and supporting a number of big events, e.g. the Africa Peace through Tourism Conference hosted in March 2002 at the Emnotweni Casino. This conference was expected to generate revenue for the city in the region of R3, 5 million with a long-term benefit of approximately R40 million. It was also hoped that the conference would promote the benefits of tourism and the creation of jobs through tourism (Kruger Mpumalanga International Airport...preparing for take off, [www.kmiairport.co.za/PrintNewsletter.asp](http://www.kmiairport.co.za/PrintNewsletter.asp); Mayoral Report, 2002).

The past 18 months also saw a significant increase in the emergence of black entrepreneurs in the tourism industry, and the municipality is working in close cooperation with Lowveld Tourism to increase tourism plant in Nsikazi for the launch of a township route, as well as to assist emerging entrepreneurs with advice and training to fast track mainstreaming them into the tourism industry. The municipality allocated a contract as part of a BOT to the Ulushawall consortium for street furniture, which will include benches, public toilets and rubbish bins in the CBDs during 2002 (Mayoral Report, 2002). Challenges include accelerating the development of the tourism route and tourism plant in Nsikazi as well as fast tracking the development of funding of pro-poor tourism lead projects.

### **Analysis**

It is obvious that investment in the Maputo Development Corridor SDI, and especially the redevelopment of the Maputo port, the construction of the KMI Airport and the construction of the N4 road as well as other upgrading projects boosted the economy of Mbombela, the province and the region as a whole. It however seems that those who benefited most are the established and mostly white owned companies and businesses that used to benefit from economic opportunities before. A number of jobs, both short term and long term were created for local people during construction projects, e.g. the N4, roads feeding into the N4, the building of the KMI airport, the Africa Peace through tourism conference, etc. A number of people also found more permanent employment once the airport started operating. One community in particular, the Mbuyane community have benefited considerably. They are now part owners of the fourth largest airport in South Africa and are using some of their profits towards uplifting the community and financing necessary infrastructure in their community. A housing project has also been developed, attempting to bridge the economic and physical gap between the white and black towns. The provision of infrastructure, e.g. tarred roads, a bus route as well as services, e.g. electricity and water accompanied the provision of housing and part of the land was also identified for industrial purposes.

One can thus clearly see that initiatives are underway to ensure a more equitable distribution of economic and developmental opportunities. Black empowerment and SMME opportunities have been created. For example, more Blacks have entered the mainstream tourism industry and Black owned SMME businesses are in the pipeline, e.g. making street furniture, etc. It however seems as if plans to incorporate Blacks into the mainstream industries, e.g. tourism are mostly still in the initial stages of development and it is difficult to gauge precisely how many communities and township residents have benefited from these initiatives and to what extent they have been empowered.

## **2.4 Obstacles and problems**

Government officials readily admitted that there are numerous obstacles to effective service delivery. A lack of capacity and especially trained personnel in specialised and technical fields, such as engineers or surveyors in the local municipality for example slowed down the formalisation of towns and tenure processes which in turn hampered effective service delivery, e.g. water, electricity, etc. With regard to the tenure process, delivery of tenure rights to residents was further delayed as government also lacked the necessary legislation to guide the tenure process.

The local municipality as well as other government sectors often do not have sufficient funding or capital to provide in the basic needs of all residents or to maintain or upgrade existing services, for example, effective and quality water delivery in rural areas. Poor initial planning has also resulted in the construction of houses to be delayed. It also seems as if the coordination of initiatives that have multiple partners, hence different budgets and different agendas, is not very effective. Some of the respondents also alluded to this lack of coordination between the different role players, blaming it for the problems in service delivery. Obstacles and problems are discussed in more detail under section 3.

## **2.5 Development Actors**

Developmental actors include the local municipality, the district municipality as well as other government sectors. The local municipality has also formed partnerships with the private sector to ensure more effective service delivery as well as to initiate and promote economic growth through various economic development initiatives. Both the local municipality as well as some of the other government sectors, e.g. DWAF have also formed partnerships with emerging contractors and service providers in support of emerging Black businesses and SMME's. The roles and responsibilities (including the terms of reference) of development agencies such as contractors or service providers are spelled out in their contracts and are negotiated between themselves and whichever government department employing them.

## **2.6 Interviews and surveys**

A total of 10 government officials (both on the local and provincial level) were interviewed. All of the interviewees were on the senior management level, e.g. from Deputy Director level and up. Follow up interviews were also conducted telephonically or via email with some of these officials in order to secure further information.

It was initially very difficult securing interviews with these officials. It was only when we mentioned that the research report is for the President's office that officials and especially their administrative staff were more forthcoming. Previously secretaries proved to be very efficient gatekeepers, making it impossible for us to speak to officials in person by always saying they were in meetings, but will return our phone calls, etc. The actual interviews with officials however were positive and officials proved to be cooperative.

Interviews were also conducted with representatives from two NGOs namely the Treatment Action Campaign (TAC) and the director from The Rural Action Committee (TRAC) an NGO that deals with land and agricultural issues and issues concerning the rights of farm workers. One community leader was also interviewed. He was very critical of government-initiated programmes, stating that government in general, is

failing to deliver. He also believes that there is no real communication between local government and the communities and that only NGOs relate to communities.

A total of 12 citizen interviews were conducted with people from kaNyamazane, Daantjie, Msogwaba, Tekwane, Kabokweni and Magugu. An equal (6) number of respondents reside in the rural and urban areas. Half (3) of the respondents, who live in an urban area, live in a formal township. The vast majority (5) of rural respondents live in a rural settlement or village. Most household members in both urban (9) and rural (13) areas do not earn any income. Most of them constitute school going members.

More than half (4) of urban respondents indicated that they receive income from wages earned from a local job. Half of the rural respondents indicated wages earned from a local job as their main source of income too. One rural respondent also indicated remittance income from a person working elsewhere whereas only 3 respondents (1 urban 2 rural) also received government grants. One respondent in both rural and urban areas also earn some income from a small informal business.

### **3 DELIVERY FOCUS AREAS**

#### **3.1. Social security**

All respondents feel that it is becoming easier to access government grants. Most (4 urban and 6 rural) respondents indicated that they would approach a city or government official in the community if they wanted to apply for a government grant.

Most also indicated that they knew someone in their neighbourhoods who receive an old age, maintenance or child support grant, none however knew anyone who receives a war veteran's grant and even more significantly only one respondent knew someone who receives a foster care grant. Again, only one respondent knew of unemployed women with children younger than 5 receiving that specific grant.

It seems there is a lack of knowledge about the last two grants which needs to be addressed as nationally there are increasingly more people caring for the orphaned children of family members and many women especially single mothers with children younger than 5 are unemployed. It is imperative that people know about these grants in order to help alleviate poverty.

#### **3.2 Water**

The strategic objective is to provide all households in Mbombela in the next 10 years with affordable and metered potable water. Further objectives include the following:

- To provide all households with 6kl of free basic water.
- To provide 60% of households in formalised areas with metered potable water on their stands by December 2007.
- To provide 40% of households in informal areas with potable water to a yard tank on their stands by December 2007.
- To facilitate access to raw water networks for food gardens in all RDP housing projects.
- To promote corridor investment.
- To alleviate constraints with regard to development.
- To assure affordability with aim of cost recovery.

### *Water Supply in Mbombela*

According to the Mayoral report (2002:7), the greatest challenge is to address past backlogs in water services provisioning to the residents of Mbombela. There is a serious water shortage in rural and peri-urban areas as well as private commercial farms throughout the year. This has a negative impact on the quality of life of residents as well as a negative impact on economic growth in these areas. There are two water services authorities in the Municipal Area jurisdiction and 5 water service providers. This complicates co-ordination, and therefore attention was given during the year to bring about a better understanding of the inter-linkages and co-ordination of both water service authorities and water service providers.

### *Delivery agents*

Former Greater Nelspruit TLC entered into a Public Private Partnership with the Greater Nelspruit Utility Company (GNUC) in 1999 to accelerate the roll out of water services to residents of Matsulu, Kanyamazane, Daantjie, Msogwaba, Luphisi, Mpankeni, Zwelisha and Nelspruit. GNUC is a joint venture between a British company Biwater and Black empowerment group Sivukile. GNUC invested R40 million in capital projects during the previous year of water services concession 2001 - 2002. The Water Services Concession lost momentum in July 2001 to June 2002, due to the low payment levels in some areas. The capital works programme of the concession had to be largely suspended from August 2001 following considerable capital investment in the upgrading of water services infrastructure in the previous years as well as an intensive campaign to improve payment levels (Mayoral Report, 2002:7).

### **Outputs**

Mbombela Local Municipality implemented the government's free basic water supply from 1 January 2002 as part of the municipality's commitment to poverty alleviation by providing 6kl of water free of charge. All residents with meter connections benefited from this policy. Residents with standpipes in their yards or communal standpipes receive their water free of charge, as there are currently no meters installed. Ehlanzeni District Municipality transferred R1 134, 62 to Mbombela Local Municipality in 2001 for the bulk water supply of Hazyview. A further R27, 4 million was used to upgrade pipelines from a pump station; install a new one from Kanyamazane to Daantjie; refurbish networks and install meters in Kabokweni. There were projects to repair leaks on private stands; 1789 leaks were repaired in Kabokweni. An additional amount of R500 000 is still required to fix more leaks. Ten thousand (10 000) Ijojo tanks were distributed to schools through the department of Local and Traffic Services as part of government's attempt to provide basic services to people. A large percentage of residents however still pay private contractors and neighbours to transport water in containers to remote lying areas. The municipality promised to commit itself to prioritise water services delivery to these areas (Mayoral Report, 2002:7).

### **Impact**

Due to the partnership between the local municipality and GNUC, water service delivery was fast tracked and many Mbombela residents now has easy access to water, e.g. a metered connection in the yard or communal standpipe. All residents also receive (at least) 6 kilolitres of water free of charge. Those residents who have a metered connection however are required to pay for any additional water they use.

Although all respondents interviewed agreed that they have easy access to water (e.g. half of urban respondents have a tap in the house, and most (5) rural respondents have a tap in the yard), only urban respondents expressed satisfaction with the water supply. Half of rural respondents felt the water supply was unsatisfactory and could not meet their household needs; a further 2 expressed extreme dissatisfaction with water supply.

Again, more than half of urban respondents felt that the water supply is improving whereas half of rural respondents felt it remained unchanged (i.e. still bad). This seems to indicate that water supply to urban areas have improved, but not necessarily for rural areas. Maintenance of existing water services, especially in rural areas are also problematic. For example, new water services have been delivered to some urban and rural areas, but only the urban respondents felt those services were still in good working condition.

Despite the fact that many people now have easy access to water, many people do not pay their water accounts. Some cannot afford to pay; others simply refuse. Previously residents paid a flat rate for all services rendered, now they are expected to pay for services such as water, electricity, etc. separately and depending on how much they have used.

This led to a Pan African Congress (PAC) – led campaign urging residents to boycott paying for water services. Many township and rural residents therefore did not and are still not paying for services such as water. This led GNUC to cut water services to all local rates defaulters (Mokoena, 2001). The PAC then forcibly reconnected the residents' water and picketed outside GNUC offices. GNUC then threatened court action against PAC, but later backtracked and promised to provide 25 litres of free water. After six months of defiance campaigns rural residents then won the rights to receive 6kl of free water per household per month. Residents however, had to pay any additional amount of water used beyond the 6kl per month. Many residents, both in rural and urban areas however are still not paying for these services.

In many areas therefore many people have access to water and electricity simply through illegal connections and hence do not pay for these services. Since income generated through payment of such services is put back into service provision projects, non-payment compromises the sustainability of service provision as it becomes increasingly difficult to continue rendering and extending these services when communities fail to pay for them. Local governments need more mechanisms to help them recover these monies – at the moment there are too many legal obstacles prohibiting local government from effectively dealing with defaulters.

### **3.3 Electricity**

Mbombela Local Municipality has committed itself to maintaining existing electricity networks, and a total of R1, 4 million was invested in the maintenance and upgrading of existing networks in Nelspruit, White River and Hazyview during 2001 – 2002. The local municipality has also entered into an agreement with Eskom to supply reliable and sustainable electricity to the townships that was part of the former homeland areas and not under the jurisdiction of the local municipality. Although some of these areas such as kaNyamazane had access to electricity, these services were not adequately maintained. In other areas such as Tekwane however , 730 houses were connected and more houses in kaBokweni will be connected in the 2002-2003 period.

## ***Impact***

### *Community perception*

Most respondents interviewed have access to electricity. Fifty percent of both urban and rural respondents have mains electricity in their houses with monthly accounts. Two each in urban and rural areas have prepaid electricity. One urban respondent admitted having an informal connection to street power and 1 rural respondent do not have access to electricity at all.

The vast majority of respondents (5) each are satisfied with the electricity supply in their community and they felt that the electricity service has improved in their neighbourhood. Most also indicated that new electricity services have been provided in their neighbourhood in the last 5 years.

Of the 6 *urban* households, 3 receive an account for electricity. Four rural respondents also said they receive an account for electricity. Of these residents, 5 (3 rural) pay for the electricity they use. Although only one respondent indicated making use of an illegal connection to street power, some interviewees referred to other people in their neighbourhoods who also use illegal connections to street power.

### *Problems and obstacles*

Electricity was supplied to these former homeland areas by the Kisko corporation (a consortium of Eskom) and the kaNgwane Electricity Corporation. Payment levels in the areas where electricity was provided were high in the past, although it did not allow for large electrical appliances. With the recent rise in interest rates, and increasing levels of poverty, few can afford to pay. The existing services payment level was around 25% of the households in kaNyamazane and Matsulu in 1999 (Development Works, 1999).

As with water, low or non-payment for electricity services in Mbombela are quite common and many people resort to illegal connections.

## **3.4 Sanitation**

R293 towns generally have better services than the R188 areas. However, its original level of services has not been maintained in the later extensions of kaNyamazane, here Ventilated Improved Pit (VIPs) toilets and standpipes are the norm. Problems of bulk shortages are being experienced in most of the R293 townships as subletting and overcrowding are common, especially in kaNyamazane, which was planned for 15 000 residents and are now sustaining 60 000 (Development Works, 1999).

Basic sanitation in the villages of Nsikazi was identified as a priority following the outbreak of cholera in KwaZulu Natal and Limpopo in 2001. The strategic objective is thus to provide all households in Mbombela with access to basic sanitation within 10 years. Other objectives are:

- All households should have minimum basic sanitation by 2010.
- All schools and clinics should have minimum basic sanitation by 2005.
- To promote corridor investment.
- To alleviate constraints with regard to development.
- To assure affordability with aim of cost recovery.

## ***Outputs***

The Rural Sanitation Programme initiated by Mbombela Local Municipality and Department of Water Affairs, saw to it that sanitation services were provided. The Implementing agents were Mvula Trust and Tsogang Trust. Their duty is to address sanitation services in the rural areas of Nsikazi. A sanitation committee was selected to oversee the process and the committee members received training. Over 372 Ventilated Improved Pit (VIP) Latrines were built (Mayoral Report, 2002:9).

## ***Impact***

### *Community perception*

Half of urban respondents have a flush toilet. The other half as well as most (4) rural respondents have outside / pit toilets. The majority of urban respondents (5) are satisfied with sanitation in their community whereas most rural respondents are either unsatisfied or very unsatisfied. Most respondents felt that sanitation has not changed at all.

## **3.5 Housing**

The strategic objective is to ensure that all residents who qualify for government subsidies are sheltered in a formal structure by 2015. This includes adopting a housing strategy by December 2002 and ensuring that housing projects meet social development objectives. A further objective is to meet the immediate needs by providing a minimum of 1000 housing units per year. Strategies include determining the housing needs, developing alternative service delivery mechanisms for housing based on levels of service, affordability and sustainability. Another strategy includes provision of land in accordance with available subsidies (IDP, 2002 – 2006).

### *Social Housing*

Social housing is an alternative form of housing which aims to promote improved quality of life and the integration of communities by providing affordable, high standard subsidised housing with the added benefit of regenerating the area where the housing stock is located (Mayoral Report, 2002:22). Social housing is also aimed at low to moderate middle-income families and takes account of a wide variety of forms of tenure. The different directorates in the Department of Housing and Land Administration, including the Housing directorate and the Peoples Housing Process (PHP) have initiated programmes or projects to provide affordable housing to especially the poor in Mbombela.

## ***Output***

One thousand houses were built in Tekwane South Phase 2 (See impacts for community and residents, p.12). The construction and upgrading of kaNyamazane hostel in 136 family units was completed. Three houses have been completed in the Tekwane East area as part of the PHP's urban housing projects. This particular housing project is referred to as the Vukuzimele Trust. Another 20 houses are under construction in this area.

### *Developmental agents*

In terms of providing housing in Mbombela, the Housing directorate and the PHP work closely with the local municipality in order to provide low cost housing to

Mbombela's poor. The housing directorate for example consult the municipality on where they want the housing projects to be implemented. They also submit their housing proposals to the municipality for approval. The working relationship between the housing directorate and the local municipality was described as cordial. The housing directorate provides the funding for low cost housing, they identify and select developers and other service providers while the local municipality provides quality control, e.g. by making sure that building requirements are adhered to.

The local municipality also bears the cost of the land by either donating the land for low cost housing or charging minimal fees. They also see to providing or upgrading infrastructure. The housing directorate also works closely with other government departments, such as the Department of Land Affairs in terms of tenure (land rights) and Department of Water Affairs and Forestry for the provision of water and sanitation.

The houses that were built in Tekwane South Phase 2 is part of a project-linked housing development initiative that was undertaken in partnership with the Department of Housing and Land Administration. A team of professional consultants was appointed by the Mbombela Housing Association to design and submit plans for approval to the local municipality and to manage the construction of the whole project on behalf of the association until completion (Mayoral Report, 2002:22). The local municipality invited development proposals from local developers and Newhco was appointed. In terms of the turnkey agreement entered between the Mbombela Council and Newhco, the Council appointed Newhco to undertake the development as envisaged in the agreement in accordance with the terms and conditions set out in the subsidy agreement (Mayoral Report, 2002:22).

PHP is involved with 8 projects in both the rural and urban areas. One such project, the Vukuzimele Trust was started by a group of women in 1998 that started a savings scheme with each member contributing R50, 00. These women approached the PHP who helped them identify a piece of land on which to build their houses. The PHP, tribal authority, local municipality and the Department of Home Affairs work together to ensure that the previously dispossessed are allocated stands. Vacant land is often transferred to the local municipality for this purpose. When more land is required, it is the responsibility of the local municipality to identify the land and acquire it either through buying if it belongs to a private landowner or to negotiate with the relevant government department should the land belong to the state.

An area called Entokozweni was identified in extension one. The local municipality played a crucial role in the identifying of this piece of land for housing purposes and in making sure that the specific municipal requirements were adhered to. The PHP further assisted the Vukuzimele trust in accessing subsistence grants and in organising and registering themselves into a support group or developers, thus becoming a legal entity. This group has also been registered as a trust and one of their members was appointed president of the trust. Apart from constructing their own houses, members of this trust are also supporting other community members in constructing their own houses.

The PHP rural projects concentrate on development and service delivery such as water supply and transport issues, e.g. buses whereas urban projects include making sure that infrastructure and sewerage needs are met. The PHP is seen as successful. This is despite the fact that construction of most of the houses was delayed. Houses are being built and the community is organising themselves into trusts and are running their own businesses. They have also identified infrastructure

needs. The local municipality has been instrumental in making sure that the infrastructure has been provided and they did this free of charge.

All service providers that the housing directorate employs are registered on their database. The local municipality has its own database containing registered service providers. Although it is difficult to reach all service providers, the housing directorate make sure that they advertise widely by using the media and local radio stations to reach as many contractors as possible. Contractors or service providers are then expected to provide their profiles. Depending on the type of project that is available and thus the required skills and expertise expected, contractors are appointed. A contract is entered with each service provider. The terms of reference and milestones are stipulated in the contract. Payment only occurs once milestones have been met.

### *Funding*

The Department of Housing allocated 500 subsidies to the value of R10 150 000 for social housing to the Mbombela Housing Association during 2002. Mbombela Local Municipality subsequently donated land in Sonheuwel to the Mbombela Housing Association, a Section 21 Not-for-Profit Company for the first social housing project in Mbombela. The Department of Housing and Land Administration during the 2002-2003 financial year allocated 150 new and unencumbered individual subsidies to the value of R3, 5 million to the local municipality (Mayoral Report, 2002:22). The municipality then decided to utilise the subsidies using the Contractor Based Individual Scheme (CBIS), by appointing three historically disadvantaged individuals (hdi) as contractors to build the houses at Matsulu. This is in line with the criteria set out by the Department of Housing and Land Administration that housing development must occur in existing settlements in order to fast track housing delivery. The appointment of the three historically disadvantaged individuals as contractors is also in line with the MEC of Housing's budget speech that 70% of the total housing budget must be allocated to hdi's and emerging contractors, thus contributing towards local economic growth and job creation (Mayoral Report, 2002:22).

### *Impact*

#### *Community perception*

The majority (10) of respondents are homeowners, the other two rent. Of the homeowners, only 3 respondents applied for a housing subsidy and the application of 2 was successful. For these particular respondents the housing need does not seem to be one of their main priorities.

Most (5 urban, 4 rural) interviewees said that they had seen government housing delivery programmes in their neighbourhoods, while 2 (one was unsure) said that they had not. This indicates that housing delivery seem to be taking place in Mbombela townships and rural areas. However most urban respondents indicated satisfaction with the housing delivery, and all believe it is getting better. More than half (4) of rural respondents however expressed dissatisfaction with the current housing situation but most agree that it is improving. Overall, urban respondents are more satisfied with housing delivery than rural respondents.

#### *Problems and obstacles*

The social housing project at Tekwane South Phase 2 was delayed due to untraceable beneficiaries. During 2002 several announcements were made on Radio Ligwalagwala and advertisements placed in local newspapers to trace beneficiaries

of unclaimed houses. This exercise was successful resulting in 95% of houses to be claimed.

The construction of PHP houses was delayed for a number of reasons. For example, it was established that the individual sites (stands) earmarked for the construction of houses were too small. It was decided to change the 200m<sup>2</sup> to 400m<sup>2</sup>. Negotiating the proposed change was difficult and involved decision making on various levels. After much negotiation the MEC of housing agreed and the individual stand sizes were increased to 500m<sup>2</sup>. It was alleged that some contractors, especially those involved in building RDP houses, were sabotaging the PHP projects. They have allegedly approached beneficiaries and encouraged them not to support the PHP. This led to a rift in the community committee, which created an impasse. A lot of time was spent on resolving the problem. Another problem is that sites are vandalised and equipment stolen. The PHP feels that it is not its responsibility to police the sites. This is a political problem and the politicians as well as the local municipality should resolve this problem. The initial phases e.g. identifying the land on which to build the houses, forming community committees, etc. took a very long time to complete. Some suppliers have also delayed supplying materials to people, further delaying the construction process. These cumulative factors resulted in the foundations of the houses to be laid in late 2002 only and at present only 3 houses have been completed. It is foreseen that the process will be much quicker from now on.

### **3.6 Education and training**

#### **Objectives**

In his address at the opening of the Daantjie/ Luphisi road and Daantjie phase 2, the Premier, N.J. Mahlangu mentioned that government has earmarked more than R6 million for the provision of 60 classrooms, 4 administration blocks and 38 toilets at various schools in Mbombela municipality, some of which are: Msogwaba, Benjamin P.S. and Phumalanga Primary Schools. He mentioned the spending of R2,5 million to repair and renovate 18 schools, which were ravaged by floods. R197, 371 was spent on the renovations of Msogwaba Primary School and the provision of 15 toilets at Msogwaba, Somcuba, Sinzawonye and Sehlulile (Mahlangu, 2001, [http://mpumalanga.mpu.gov.za/premier\\_folder/premier\\_speeches/luphisi\\_road.html](http://mpumalanga.mpu.gov.za/premier_folder/premier_speeches/luphisi_road.html)).

#### **Impact**

##### *Community perception*

Most respondents (4) each in rural and urban areas felt that the availability and standard of education is satisfactory. The rest of the respondents in urban and rural areas felt that the availability and standard of education is not satisfactory. More than half of the urban (4) respondents and half of the rural respondents felt that school education has improved. Two rural respondents however felt that it has gotten worse. More than half of urban and most rural (5) respondents also felt that adult education opportunities were available.

More than half of the respondents felt that educational facilities except public libraries are in half an hour's walk from their homes. It is interesting to note that more rural than urban people felt so, e.g. whereas all the rural people said that an adult educational centre is within half an hour's walk from home, only half (3) of the urban respondents felt this was the case. The majority (5) of rural respondents felt that

public libraries were too far from their homes. Half of urban respondents shared this belief.

More than half (4) of rural people say that new schools were built in their neighbourhoods and all agree that existing schools were upgraded. This contrast with the urban viewpoint as only 2 urban respondents said new schools were built in their neighbourhood. Four of them however concede that existing schools were upgraded.

Rural respondents indicated that a lack of quality textbooks and materials as well as overcrowding are the major problems that need to be addressed. Urban respondents agree that a lack of quality textbooks and materials is the major problem.

### **3.7. Health**

The strategic objective for the Municipal Health Services is to promote the health of Mbombela residents by facilitating access to effective primary health care services in Mbombela by 2005.

#### ***Outputs***

Mbombela communities get Primary Health Care from the municipal clinics at the Nelspruit taxi rank, the Nelspruit Civic Centre, the White River Civic Centre and the clinics at Hillsvie, Nelsville and Valencia Park. The National HIV/AIDS guidelines were adopted by the clinics as the country's response to the epidemic. This covers rapid testing, management of occupational exposure to HIV/AIDS, prevention and treatment of opportunistic and HIV related diseases in the framework of ethical considerations for HIV/AIDS. A close relationship with the District Health Services of the Mpumalanga Department of Health is maintained to ensure equity in service provisioning. Student nurses from local hospitals and nursing colleges visited the municipal clinics for practical training where they were involved in the projects of Eye Clinic, Rehydration- Anti-diarrhoea campaign, Paraffin awareness campaign and a national driven monthly health related campaign.

#### **Programme: Integrated Nutrition Programme**

Increasing poverty in particular in the rural villages and peri-urban areas of Mbombela as a result of the steep price hikes in basic food commodities and transport, has placed a new urgency on cooperative governance as it relates to food security (Mayoral Report, 2002). Various government initiatives have been employed to combat this and to make sure that even the poorest of the poor have access to food. The Integrated Nutrition Programme is an example of such an initiative. Its aims include:

- To advocate for the reviewed implementation of the school feeding programme and the change in the menu to ensure the commitment of the business sector and community in the implementation thereof.
- To alleviate short-term hunger among primary school learners and improve school attendance and punctuality.
- To enhance broader development initiatives, particularly in the area of combating poverty and ensure communities are involved and informed.
- To implement the programme in the most cost-effective and efficient way possible.
- To encourage the sustainability of the school feeding programme.

The Integrated Nutrition Programme consist of the following projects:

<b>Community Based Nutrition</b>	<b>Health Facility Based Nutrition</b>	<b>Support Systems</b>
Primary School Feeding Programme	Disease Specific Nutrition Support, Treatment and Counselling	Nutrition Information System
Household Food Security Projects	Promotion, Protection and Support of Breastfeeding	Human Resource Plan
Nutrition Promotion, Education and Advocacy	Growth, Monitoring and Promotion	Financial and Administrative System
Parasite Control	Micronutrient Malnutrition Control	
	Food Service Management	

The Primary School Feeding Programme which falls under the Community Based Nutrition programme, focuses on the most poverty stricken communities (e.g. areas in Nelspruit, Kabokweni and White River) where malnourished children under the age of 5 years, unemployed women and youths, primary school children, persons with chronic diseases such as AIDS and Tuberculosis and people with disabilities will be the project beneficiaries. It is envisaged that the project will alleviate temporary hunger of targeted needy primary school learners by providing a daily nutritious snack. It will also provide temporary income to unemployed women and give sustainable development of community members.

#### *Delivery agents*

The Department of Education was the main partner for supplying feeding at primary schools and played an important role on school and circuit level. The Department of Agriculture, Conservation and Environment, Water Affairs Forestry, Social Services, Local Authorities, Sports and Recreation as well as Community Based Organisations were also involved in the development initiatives. Service providers (e.g. SMMEs) are appointed by the Tender Board, which will each appoint approximately 3 sub suppliers. Service providers include unemployed women involved in the departmental food production related poverty alleviation projects who sell their produce to the suppliers.

The Tender board appointed the suppliers for the Primary School Feeding programme after the normal tender procedures were followed. The Tender Board was provided with a set of criteria to evaluate the tenders. Consultants were appointed to develop a monitoring and evaluation system. Community committees in collaboration with the Department of Education and School Governing bodies assisted the Department with the targeting of schools for food relief. They also took part in the Community Based poverty alleviation projects of which the communities take ownership. Community members such as unemployed mothers worked as volunteer workers in the preparation of the food, for which they are remunerated out of Conditional Grant funds. They received R10 per feeding day. Community

members served on the school governing bodies that form the link between the Department of Health and the community.

### *Monitoring and Evaluation*

Monthly statistical forms were completed by responsible officials at sub-district level and submitted to the Provincial Co-ordinator according to the national monitoring and reporting requirements. The provincial financial report was compared with district expenditure, a monitoring and evaluation system was utilised by Departmental staff to evaluate and monitor project implementation. There was a monthly reporting on important events and problems experienced and progress was measured against milestones. All the relevant information was combined in a monthly report to management and National Department of Health according to the national monitoring and reporting requirements.

The different stakeholders, e.g. suppliers, health officials and schools participating in the programme communicated through letters. The Department of Health liaised with the Department of Education for the flow of information to education circuit and schools. Possible implementation constraints were solved by means of communication through the media and community meetings.

### ***Impact***

According to Premier Mahlangu R1,9 million was spent on the Primary School nutrition project to feed 25 075 pupils in 93 schools in the Mbombela Municipality (Mahlangu, 2001, [http://mpumalangan.mpu.gov.za/premier\\_folder/premier\\_speeches/luphisi\\_road.html](http://mpumalangan.mpu.gov.za/premier_folder/premier_speeches/luphisi_road.html)).

### *Community perception*

All the urban respondents indicated that clinics have been constructed in the last two years. Only two respondents each in rural and urban areas felt that clinics are in good condition. Most respondents however felt that clinics are not in a good condition and not working effectively. Of the 12 interviewees, 3 had a need for an ambulance, and 2 (both in the urban area) were successful in getting an ambulance service. Most (9) respondents however felt that it is becoming easier to summon an ambulance.

Most respondents also indicated that they have access to free medical services in their neighbourhoods. More than half (4) each of both rural and urban respondents indicated that staff were efficient and respectful. The same number indicated that the staff is on duty when they should be, however seeing the doctor is difficult. Most respondents in both urban and rural areas however indicated that medicines and supplies were not always available from the clinic.

The majority (5) of urban respondents indicated that they received regular visits from health workers about nutrition, TB, HIV/AIDS and about other health topics like counselling after rape. However, only one rural respondent indicated that health workers regularly visited, discussing HIV/AIDS prevention and treatment. This should be addressed as a matter of urgency.

### **3.8 Telecommunications**

#### ***Impact***

##### *Community perception*

More rural (half) than urban (only 1) respondents have their own telephone in their houses with monthly billing. However most urban respondents indicated that they own their own cell phones.

Half of rural respondents say that new telephone services have been delivered in their neighbourhood in the last 5 years, whereas the majority (5) of urban respondents said no new telephone services have been delivered in their neighbourhoods.

It seems that more new telephone services have been delivered in rural than in urban areas. This may explain why more rural (half) than urban respondents indicated that they had their own phones in their houses.

Most respondents (half in urban and rural) say that public telephones are not maintained and are often vandalised and out of order. The other half however did say that public telephones in their neighbourhood are maintained and in good order.

### **3.9 Economic Development**

The strategic objective is to reduce poverty by creating an environment that is conducive to sustainable economic development through the continuous creation of jobs and business opportunities for both local and external investors. Further objectives include adopting a Local Economic Development (LED) policy and strategic plan by December 2002 and to establish formal links between the local municipality and the business community. Strategies include establishing a Mayoral Economic Advisory Forum that meets once a month with the Executive Mayor to serve him with economic advice. Another strategy is to establish a municipal wide economic forum representative of the planning zone-based forums as well as business, labour, NGO's and the transport industry by December 2002.

#### ***Output***

##### **Community Economic Development and Poverty Alleviation Projects**

The Mbombela Local Municipality played a facilitating, funding and or coordinating role to promote the establishment and growth in a number of LED projects over the 2001-2002 period. It is supporting 34 community initiated LED projects by linking them with a network of service providers that work in a co-operative framework with the municipality. This resulted in the roll out of 9 LED forums in each of the Developmental Facilitation Zones, culminating in the launch of the Mbombela LED Forum early in 2003. These forums are people-driven and inclusive and form the basis for economic consultation and planning. (Other economic development initiatives, the MDC SDI and tourism promotion were discussed under section 2.3). Specific LED projects include the Shabalala Multi-Purpose Centre and the Daantjie Community Bakery:

The Shabalala Multi-Purpose Centre is a community-initiated and driven project based in Shabalala near Hazyview. The community has established a bakery, a poultry run, a furniture workshop, an arts and crafts division and an administration

with grant funding received from government poverty alleviation funds. They have managed to provide 45 short-term jobs to residents in the Shabalala community during construction and an additional 25 permanent jobs were created. The centre plans to expand the bakery due to the high demand.

The Daantjie Community Bakery project was initiated in 2001 by a group of women from Daantjie who approached the Mbombela Local Municipality and MMC for financial and technical support, which resulted in the amount of R700 000, 00 from the grant funding being made available to the project. Baking started in September 2002 out of a custom-built container. The bakery is unable to meet the current demand. A larger building is being build in order to increase production significantly. This project provided full time jobs for 20 women and short-term employment for 50 more people. It is believed more people will be employed once the building is occupied (Mayoral Report, 2002:27).

Government is spending a further R346 203.00 in six other poverty alleviation projects namely cement brick-making at Daantjie, Thembelihle Pottery making at Matsulu, Shoe leather work at Kanyamazane, Silk screening and fabric at Msogwaba, car wash and a cultural food service restaurant at Matsulu (Mahlangu, 2001, [http://mpumalangan.mpu.gov.za/premier\\_folder/premier\\_speeches/luphisi\\_road.html](http://mpumalangan.mpu.gov.za/premier_folder/premier_speeches/luphisi_road.html)).

### ***Impact***

It is obvious that the local municipality and other government departments have played a facilitating, funding and coordinating role to promote the establishment and growth of a number of LED projects. This resulted in the emergence of a number of community-based businesses and projects in many townships, many owned and run by women's groups, e.g. the Daantjie Community Bakery project. Not only are these new and upcoming business people making profits in sustainable businesses, but many are also creating jobs for other local residents.

### ***Problems and obstacles***

Unreliable electricity supply in both Shabalala and Daantjie resulted in the community bakeries in both areas to acquire alternative expensive energy sources, thus cutting into their profits (Mayoral Report, 2002:27).

### **Rural development and agriculture**

Agriculture forms an important part of the Mbombela economy, the soil is fertile and agricultural land is expensive and in high demand, hence the strategic objective to increase the economic contribution made by the agricultural sector by 20% over the next 5 years. Further objectives include promoting the entry of small-scale black and female farmers into the mainstream agricultural economy, particularly focusing on the export market through the Maputo harbour and the proposed Kruger-Maputo International Airport. Strategies include the release of land to promote small-scale commercial farming and the facilitation of SMME support to them. The Land Reform for Agricultural Development (LRAD) programme is an example of a land release or land redistribution programme.

## ***Output***

### **The Land Reform for Agricultural Development (LRAD) programme**

The LRAD programme forms part of the Department of Land Affairs (DLA) redistribution programme. This is mostly a pilot programme that involves the buying of farms or land for potential farmers. The land often belongs to private owners (commercial farmers) or are in tribal areas and thus under control of tribal authorities. This is an expensive process as one hectare of land costs about R15 000, 00.

Beneficiaries qualify for grants ranging from R20 000,00 (minimum) to R100 000, 00 (maximum). Beneficiaries must be previously disadvantaged South African citizens older than 21 years old. They must be able to make some form of contribution in order to qualify for a grant. Some beneficiaries are for example able to make a substantial monetary contribution and would qualify for the bigger grants. These are often people who are looking towards becoming successful commercial farmers. Others are only able to offer their labour and thus stipulate that they would be farming full time. These are often those people who qualify for the minimum grant and will be engaged in small-scale agriculture.

There are currently 240 farmers, each with 7 hectares of land. In 2002 these farmers yielded their first harvest and accrued a net profit of R35 000, 00 each.

Commercial farms such as Malelane are doing exceptionally well and were awarded international contracts to provide bananas to overseas markets. Other LRAD projects such as the Coromandel and the N4 Cairn projects are also doing well. The former is a R20 million project, involving a big commercial farm that includes both dairy and crop productions. The latter is co-funded by the Department of Public Works and was awarded a 20-year contract to provide lemons to an overseas market. The beneficiaries will eventually own and manage this farm themselves and are in the process of receiving the technical and financial training in order to do so.

The LRAD programme also addresses the food security issue in an indirect way as those who were granted subsidies to buy a small plot of land were/are able to support their families through subsistence farming.

### ***Delivery agents***

The Department of Land Affairs works closely with the Department of Housing and Land Administration, the local municipality, tribal authorities, an NGO called TRAC as well as consultants who are the delivery agents. The type of participation of different role players depends on the type of project and who the main sponsor is. The different departments also employ their own service providers and each is responsible for monitoring the ones they have appointed. DLA for example, advertises potential projects according to tender procedures. The department has a database containing the relevant information of all consultants/delivery agents. The latter is required to register on this database. According to the DLA official cooperation with the delivery agents are effective. Their terms of reference, which forms part of their contracts, spell out what is expected from them in terms of delivery.

### ***Funding***

The national Department of Land Affairs provides the land reform budget. The allocation for the three different programmes, redistribution, tenure and labour

tenants were insufficient for example the 2001 budget of R34 million was exceeded and R64 million was spent. The same happened in 2002 when the R35 million budget was exceeded and R79 million spent instead. DLA has invested R26 million and Land Bank has invested R70 million in the LRAD programme. According to officials in the provincial department of Land Affairs, another R64 million is necessary to adequately address the LRAD programme and make grants available to qualifying beneficiaries.

### ***Impact***

LRAD has been hailed as successful. The number of emerging Black farmers, both small scale and commercial has increased, mainly through the LRAD programme. Many of these farmers are doing well and some have already obtained overseas contracts. It is hoped that the number will increase at a faster rate and that farmers will make use of the KMI airport and Maputo port to export their produce to overseas markets.

### ***Problems and obstacles***

Although the LRAD programme has been hailed as successful, obstacles however remain. For example, some of the emerging farmers still lack the necessary business skills to manage their farms successfully. This contributed to a misunderstanding among some farmers who expected immediate returns and do not understand that a farm is a long-term investment that requires tremendous inputs before it yields satisfactory monetary returns. TRAC, the Department of Labour as well as the Department of Agriculture are providing farmers with training in terms of business skills, etc. the Department of Agriculture made R250 000, 00 available for the training of farmers. Another problem is the lack emerging farmers have to relevant markets in order to sell their produce. It is alleged that White people control the economy and hence the markets and therefore make it difficult for emerging farmers to access these markets. A workshop was conducted with the National Agricultural Farmers Union (NAFU) where the availability of markets was discussed. AgriSA, which is mostly a white agricultural organisation, was challenged to help NAFU and the emerging (black) farmers to access these markets. Negotiations with AgriSA are continuing.

### ***Community perception***

#### ***Land redistribution***

All respondents indicated that they knew whom to contact should they wish to apply for a subsidy in order to buy a farm. Five also indicated that they knew of people who applied for land in the rural districts in order to engage in farming activities. These applications were also submitted in 2001 and 2002. They have not yet received word about their applications.

This seems to echo the sentiments of the community leader who was interviewed. According to him government failed in terms of land redistribution. He also refers to some community members who made applications to purchase commercial farms. Some of these individuals also applied for subsidies to do so. Some even went so far as to sign offers to buy commercial farms after promises that they would be allowed to purchase the farms in April 2003. These individuals however heard nothing further and had to withdraw their offers. These community members checked the local media, but nothing is said about the matter. It is unclear whether these community members also contacted the relevant government departments in order to enquire

about the process. One would imagine that they knew whom to contact as they had attended LRAD meetings before.

### *Agriculture*

More than half (4) of rural people feel that the level of agriculture is fair and say that some in their neighbourhood are cultivating or keeping stock. Most (4) of them also felt that there is no change or that it became harder to get government help with cultivation or stock farming. Despite this, most indicated that they received agricultural help from extension officers. Problems experienced by rural people include an inability to access water and the theft of livestock and or crops.

Half of urban respondents said that no one engages in agricultural activities. This is mostly because it is hard to access land and also because ploughing/herding is expensive and difficult to arrange.

### *Land restitution*

Although most respondents indicated they knew whom to contact should they wish to put in a claim for land, most are not interested. Also, few (1urban, 1 rural) respondents knew anyone who put in a claim for land from the government. These restitution claims were submitted in 2001 and 2002. They have not heard anything regarding their claims.

## **Skills development, job creation and SMME initiatives**

The strategic objective is to facilitate and coordinate accredited education and skills development programmes for at least 1000 young people living in Mbombela, with special emphasis on young people with disabilities and young women over the next 5 years. Further objectives include providing 100 young people including 30 with disabilities and 50 young women with access to job related skills through accredited training and internal learnerships over the next 5 years; to facilitate bursaries for at least 15 students per year in fields of information technology, engineering, finance, trade and tourism. Strategies include forming partnerships with existing training institutions in Mbombela and the Department of Labour; implementing a learnership programme in Mbombela and forming partnerships with the private sector for the provision of bursaries for students in identified fields of study as well as forming partnerships with the Mpumalanga Department of Education, the Department of Labour and the private sector to implement a career guidance programme.

### ***Outputs***

Approximately 100 short-term jobs were created. GNUC in addition managed to provide short-term jobs to several residents over the period 2001-2002 and contributed significantly to SMME promotion through subcontracting. The provincial Mpumalanga government has also managed to create about 10 000 temporary jobs through its provincial job summit initiative. The department of public works, roads and transport is leading this process, having created about 3800 jobs as part of a special employment programme (Mokoena, 2001).

A total of approximately 520 hours of training and skills transfer were conducted (Mayoral Report, 2002:28). Approximately 11 black economic empowerment SMME's benefited through direct and indirect procurement for the delivery of municipal services.

Emerging contractors were trained and awarded development projects to erect houses. This is part of the housing directorate's move away from development driven projects involving big or established contractors towards appointing small and emerging developers. These emerging contractors are typically awarded projects that involve the construction of 20 – 25 houses. The largest project to be allocated would be for the construction of 100 houses by one contractor. Skills transfer and capacity building which include business skills, entrepreneurial skills as well as technical skills for emerging contractors were also provided by the Department of Labour. Emerging contractors are therefore trained in how to bid for a tender, how to run their business (admin as well as financial managing). The housing directorate also facilitated contact with major suppliers and assist emerging contractors to form partnerships with these suppliers. They also assist partnerships between emerging contractors and major suppliers with a development component to help with the training and skills development (capacity building) of contractors. The housing directorate for example got Everite, a major supplier of roofing materials to train contractors in how to put up roofs. Everite provided the training at its own expense. The housing directorate further negotiated with Everite to supply roofing material to emerging contractors at a cheaper rate.

Skills training and capacity building also occurred for community members serving on community steering committees. Steering committee members involved in the tenure process for example had to sign deed documentations and have learned a lot about legislation in the process. They will now be equipped to deal with similar projects as they understand and can apply the principles involved in such a process.

### **Working for Water Programme**

The Working for Water (WfW) programme is a multi-partner initiative involving the Department of Water Affairs and Forestry and the Department of Agriculture as well as the Mbombela Local Municipality. Other partners include the Department of Social Services, the Department of Health, Local Aids institutions, NGOs such as Love life and Napwa as well as Community Based Organisations (CBOs).

The core business of the WfW programme is the removal of alien vegetation and the rehabilitation of areas where alien vegetation was removed. Another role is the clearing of alien weeds and the introduction of bio-control methods to keep weeds under control. The programme also works with the local municipality to clean community cemeteries and have entered into partnership with a secondary industry centre that will involve disabled people making furniture from alien vegetation (alien trees) that were removed.

The objective of this programme is to create employment for poor people. Part of the steering committee's mandate is to make sure that women constitute 60%, the youth 20% and disabled people 5% of those who are employed. Apart from creating job opportunities, the programme also supports emerging businesses. For example, it does not make use of professional contractors, but is training emerging contractors and equipping them. They also work closely with these contractors, which are then released to work independently. Those who qualify must be poor and without any form of income.

### *Funding*

A budget of R3 million was allocated for training this year. People's Homeless Federation helped with the training of emerging contractors.

## Outputs

A total of 2850 people have been employed in the 2002 - 2003 financial year. WfW also initiated various social, educational and awareness raising programmes and campaigns. These include:

Projects	Project summary
HIV/AIDS awareness	Peer educators trained in counselling, home based care and HIV./AIDS and Law. Creation of awareness in communities. Peer educators visit infected and affected Working for Water families.
Child care programme	Support and develop crèches for children of Working for Water employees. Grant of R4 per child per month paid to creche's account. Training of crèche teachers and committees. Assistance with registration of crèches.
Social Development Training	Training of Working for Water workforce and their immediate communities on HIV/AIDS awareness, basic nutrition, family planning, domestic violence, child abuse, substance abuse, primary health care and hygiene.
Open Days	Hosting of events like World Wetlands Day, Water week. World Environment day, Arbour week and Weed buster week
Homeless People's Federation	Opening of a savings scheme to assist workers to build houses. Use of savings to loan fellow workers to stop them from using loan sharks.

## Community Based Public Works Programme

The overall goal is to alleviate poverty through the creation of both short and long term jobs, depending on the project being identified. There are various types of projects for example, the **Rapid Delivery Projects** which include the building of extra classrooms in schools; **Land Rehabilitation Projects**, e.g. the donga rehabilitation; the **Cluster Projects**, e.g. road upgrading, the construction of sports field, market stalls and sports halls.

Objectives include spending 30% of the money on the local level; ensuring that 50% of the workforce is women, 15% youth and 1,5% disabled.

## Expenditure

Thirteen (13) percent of the budget was spent on employing local people. The Rapid Delivery Projects planned for 2000 in Nelspruit for example, included the following.

<b>Type of project</b>	<b>Budget allocated</b>	<b>Budget spent</b>	<b>Commence date</b>	<b>Completion date</b>	<b>Community involvement</b>	<b>Comment</b>
Building 4 extra classrooms at Thabatlou High School	R448 563, 00	R516 589, 00	27.12.2000	28.02.2001	10 locals employed. 1 disabled, 8 youths, 7 women of which 5 were household heads.	Building started late, so initial deadline of 31.12.2000 was not met. An additional R24951, 76 was used to complete project. R76 964, 00 was spent on community labour.
Building 4 extra classrooms at Spelenyane Primary School	R451 429,00	R479 309, 00	28.11.2000	28.02.2001	11 locals employed. 1 disabled, 22 youth, 14 women of which 5 were household heads	Building started late, so initial deadline of 31.12.2000 was not met. An additional R51678, 00 was used to complete project. R29 825, 00 was spent on community labour.
Building 4 extra classrooms at Mlilo Primary School	R456 100,00	R502 780, 00	28.11.2000	28.02.2001	10 locals employed. 1 disabled, 12 youth, 11 women who were all household heads.	Building started late, so initial deadline of 31.12.2000 was not met. An additional R26293, 00 was used to complete project. R46 680, 00 was spent on community labour.
Building 4 extra classrooms at Sfunindlela Primary School	R458 042,00	R506 940, 00	28.11.2000	28.02.2001	28 locals employed. 1 disabled, 10 youths, 15 women of which 3 were household heads.	Building started late, so initial deadline of 31.12.2000 was not met. An additional R15317, 00 was used to complete project. R60 435, 00 was spent on community labour.

### *Development agents*

In the beginning the programme was seen as simplistic and emerging consultants who lacked the necessary experience were appointed. This resulted in objectives of the programme and projects not being met. Now only experienced consultants with a proven 'track record' get appointed. The department keeps track of the names and expertise of contractors. In some cases the social facilitator is able to link a project with Social Welfare.

When appointing workers, the social facilitator is required to do a community profile and also produce a skills audit by looking at the type of project and what skills would be required for it, especially if the project requires specialised or technical skills to ensure that the right (relevant) people are employed on a project, e.g. builders on a housing project. The Project Steering Committee identifies beneficiaries by establishing a labour desk, which contains the details of all the community members or calls a community meeting where people are asked to put their names or identity documents in two boxes, for men and women. The names or identity documents drawn qualify the owners to be employed. The process is deemed fair and objective. The social facilitator must also come up with a training plan.

All stakeholders, which include the local government, the tribal authority, and counsellors, are part of the project steering committee and all have decision-making powers. All are involved in the design and planning stages of projects. The project steering committee has to sign the design documents. The relationship between the different stakeholders depends to a large extent on the social facilitator. The social facilitator is selected from a panel of social consultants and usually comes from a private company. The social facilitator is monitored in terms of the terms of reference and milestones as agreed to in his or her contract.

The department owns all of the equipment for all of the projects. For each financial year a PIA business plan is drawn up which makes provision for specific allocation for running the programme. The programme does not lack equipment and have all the equipment it needs. When the budget allows, the department can buy the equipment or rent some.

Training is offered in different aspects like running a business, management, implementation and operation. Local people are trained technical skills, for example bricklaying. Training on how to do a community profiling and how to do a skills audit is also provided.

### *Monitoring*

Monitoring of the programme is fairly standardised. Preset milestones or indicators are used. Monthly reports have to be submitted by the contractors following standard guidelines. The technical controller monitors the consultant, contractor as well as the social facilitators and contracts. Before the district municipality did not have the manpower to do so, but now they have the necessary manpower, which includes a financial controller, a technical controller, a district facilitator as well as a database clerk.

### *Funding and spending*

The national department provides funding. The department (district municipality) has a PIA management business plan which spells out the allocation ratio for the financial

year. This covers the staff costs centre. The department suffers from a capacity restraint.

The projects do not generate income for the department itself. The department will deliver the asset (e.g. a classroom) over to the relevant department (Education). A community hall for example will be handed over to the local municipality, which will rent it out to organisations or individuals for functions, and in that way the local municipality would generate an income from the asset. The rapid delivery projects do not generate income.

Ehlanzeni District Municipality Funds for the period 1 July 2002 until 31 March 2003 include:

	Budget	Expenditure	Available
Ehlanzeni District Municipality	R104, 135, 360	R40, 571, 432	R74, 524, 962

Expenditure include the following:

Land Tenure Upgrading	R1,601,312
Roads and Streets	R3, 404, 470
Refuse	R235, 036
Sewerage	R1,723,048
Tourism	R58,294
Water	R5,639,582
Sports Facilities	R7,956

Funding was also received from donors including:

Institution	Income
Local Government	R56,000
DWAF	R3,203,000
Mun. Systems Improvement Grant	R131,579
LED	R694,412
CBPWP	R4,923,269

### **Impact**

Many Mbombela residents, especially those from townships and rural areas have gained either short or long-term employment on the various government programmes, e.g. Working for Water, Community Based Public Works programme and various other construction projects. An attempt was made to ensure that jobs were (are) labour intensive and that a certain percentage of jobs go to women, youth and disabled people. Training has also been provided for a variety of jobs and skills development has also occurred. Different government departments worked together to ensure that emerging business people, e.g. developers, contractors, service providers, etc. received training in business skills, finance and technical skills. It is however difficult to gauge how many residents, households or communities benefited from these opportunities and how these have affected unemployment and poverty levels, especially Mbombela's townships and rural areas. There were also many problems related to the different projects and initiatives.

### *Problems and obstacles*

The Public Works programme for example, failed to spend 30% of its budget on the local level and could only manage to spend about 13% on local labour. Poor planning led to the failure of this objective, for example the appointment of a contractor was not done in a labour base way because initially the conditions of the tender did not specify that.

The objective to make sure that women constitute 50% of the labour force was also not met. This is because labour was capital intensive and not labour intensive. What this meant was that machinery was used and men were mostly employed as they had the skills to operate these machines. The programme however reached its quota in terms of the employment of youth, even though these were also mainly men. The programme further failed to meet its quota in terms of employing disabled people.

Another obstacle is that there are not proper guidelines and no directive with regard to training. It was suggested that the Department of Labour takes care of the training section as they already have programmes in place whereas Public Works do not have the skills or capacity to provide training. Another obstacle is the fact that the programmes emphasise productivity without providing start up or seed funding.

### *Community perception*

#### *Skills development, and SMME initiatives*

Most respondents indicated that there are a few small businesses in their neighbourhoods. None of the urban respondents however felt that there were job skills training or informal business training available whereas half of the rural respondents felt the latter was available.

Of the respondents, only 2 (urban respondents) are aware of government programmes to assist people in starting businesses. None of the respondents were aware of government or private organisations providing business skills training.

There is an indication that the problem of job skills and business training needs to be addressed to help reduce unemployment and poverty. It also means that education information needs to be better advertised as most respondents did not know much about this. There is a feeling that adult education and training improved in rural areas, but remained unchanged (i.e. bad) in urban areas.

### *Job creation*

Five respondents were aware of people from their neighbourhoods who were employed on the numerous infrastructure projects, e.g. building or upgrading of schools, clinics, roads, community halls, etc. one of the respondents also felt that these people gained skills which could help them get similar employment or start their own business.

## **3.10 Community Safety**

Crime is a major problem in Mbombela, for residents as well as tourists. In 1999 President Thabo Mbeki named kaNyamazane a crime flashpoint of national concern and Premier Mahlangu added that it was a springboard for trans-national syndicates who worked with corrupt officials in the government especially the police. He further

added that the corruption and related violent crime endangered delivery in the province by undermining the regions' economic well-being (Lubisi, 2001). Safety and Security MEC, Thabang Makwetla, echoing these sentiments, stated that kaNyamazane was so saturated by fear of the syndicates that residents had stopped taking any kind of risks including launching entrepreneurial or business ventures (Lubisi, 2001). The community was urged to help by participating in police outreach programmes. All government departments and local Mbombela municipality were instructed to draft strategies for the initiative.

### **Outputs**

In an attempt to stamp out organised crime, the entire budget was reprioritised to uplift kaNyamazane. The kaNyamazane urban renewal project was started which saw all provincial government departments reprioritise their spending in favour of projects in the township. These included installation of streetlights by the local municipality and the building of roads by the public works because Advocate Stanley Sono believes that crime was made worse by bad street lighting and poor access to roads, thus hindering emergency services reaching the people (Lubisi, 2001).

Ten such lights were also erected in the rural areas around Hazyview as well as Daantjie during 2001 – 2002 and another 10 will be erected in kaNyamazane at a cost of R750 000, 00 as part of the Presidential Lead Project. Another 10 will also be installed in Hazyview, also at a cost of R700 000, 00 (Mayoral Report, 2002).

Other crime prevention initiatives include:

- Community Policing Forum
- Adopt a cop
- Project Mbombela Against Crime.

### **Impact**

According to the Mbombela Local Municipality the street lighting that has been provided has been a deterrent to criminals and impacts positively on the reduction of violent crimes against women and children (Mayoral Report, 2002:29).

### **Examples of serious crime in Mbombela**

	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Rape</b>	48	68	61	68
<b>Murder</b>	18	29	28	21
<b>Child abuse</b>	0	0	1	0
<b>Fraud</b>	230	329	349	224

When one compares the crime statistics for the period 1998 – 2001 it seems as if the figures are fluctuating. Whereas there is a noticeable increase in crimes such as rape, murder and especially fraud in the period between 1998 and 1999, the crime rate then stabilises in the period 1999 – 2001 and in some cases even decrease, slightly in the case of murder and again, noticeably in the case of fraud. It would appear that attempts after 1999 to stamp out organised crime and police corruption is beginning to pay off when one looks at the fraud figures for this 4-year period. It is interesting to note that only one case of child abuse was reported for this entire period. Despite this, women and children are still especially at risk in Mbombela.

### *Community perception*

Half of the respondents in both the urban and rural areas feel that the level of safety and security is not good and that crime is always a risk, especially for women and children. A further 2 in each area felt that the situation is very bad and that people can easily be killed. They add that vulnerable people try to stay indoors.

Views about the quality of policing vary. Several respondents (4, including 3 rural) claimed that the police was *not helpful* in handling a complaint or a case. On the other hand, 5 respondents felt that the police was *helpful*. The general feel seems to be that the level of policing stayed the same and it seems as if especially rural respondents feel that the police is not helpful. The overall perception is that crime remains a major problem and people do not feel safe.

### **3.11 Land use management**

Mbombela local municipality has identified effective land use as one of its most critical challenges. Illegal land invasion, particularly around the Matsulu and kaNyamazane areas placed significant strain on the local municipality's resources. This led to the strategic objective to facilitate the development of a balanced, integrated and sustainable urban and rural planning framework by 2010. A further objective is to ensure efficient and effective land use management and prevent illegal land invasion by November 2003. One way of achieving this is through establishing a land use register.

The local municipality also believes that formalising of townships and resolving tenure issues will improve service delivery.

### ***Outputs***

The Mbombela local municipality has developed a land use management system to assist with the formalisation processes and land use management in general. In 2002 a land audit of all municipality owned land was also conducted (Mayoral Report, 2002:20).

Township registers have been opened for 20 townships in the Mbombela Municipality area leading to the formalisation of 11813 stands, thus ensuring land rights for residents in these communities. The cost for opening township registers in order to formalise stands in 14 of these township areas were carried by the local municipality and amounted to R7 968 899, 00.

Townships that have been formalised are:

<b>Township</b>	<b>Number of stands</b>
Daantjie Proper	609
Daantjie Extension 1	113
Daantjie Extension 2	370
Daantjie Extension 3	300
Daantjie Extension 4	201
Luphisi Proper	109
Luphisi Extension 1	65
Luphisi Extension 2	133
Luphisi Extension 3	179
Luphisi Extension 4	129
Mpakeni	297
Msogwaba	535
Matsulu B	1896
KaNyamazane A	4999

The costs of opening township registers in the remaining 6 areas will be carried/were carried by the communities themselves, as these are community-based projects. These communities expressed a willingness to do so (Mayoral Report, 2002:21). These areas are:

<b>Township</b>	<b>Number of stands</b>
Zola Township (Matsulu) In process	1000
Mandela Park (Matsulu) Proclaimed	484
Portia (kaNyamazane) In process	107
Dlamini (kaNyamazane) In process	89
KaNyamazane Extension 4 (In process)	198
ZB Kunene (In process)	2800

Mbombela Local Municipality also embarked on a pilot programme in informal settlements to try and counter squatting. It intends to appoint surveyors, town planners, etc. in order to help with the formalising process. Formalisation entails making sure that houses are constructed on land suitable for habitation, i.e. not within the 50-year flood line or on unsuitable land, e.g. on a steep hill. Formalisation also includes making sure that building codes are adhered to. In order for them to do this, the tenure process needs to be completed.

#### *Funding*

The local municipality is funding the pilot programme geared towards formalising informal settlements in order to curb squatting itself as national government is seen as taking too long to fund this particular initiative. It is envisaged that the process will cost between R300 000, 00 and R400 000, 00. It is also envisaged that each beneficiary will pay R600, 00 towards this process.

### 3.12 The tenure process

Given the turbulent history of South Africa, and the draconian and racist land policies of the previous regime, all land issues remain sensitive and politically charged, hence the strategic objective to ensure that all residents have formalised land tenure/ownership by 2020. This includes obtaining approval for the formalisation programme by December 2003 and to source funding for implementation of the approved business plan. One of the strategies will be to adopt a programme for formalisation of all areas (see pilot programme, p.3) and to develop alternative models for upgrading of land tenure. The entire Mbombela local municipality's land tenure upgrade project is estimated to take approximately 10 years depending on the availability of funds.

#### **Outputs**

The following tenure upgrading project is currently underway in Matsulu A in the greater Mbombela municipality.

Town/settlement	No	Budget allocation	Budget spent	Commencement date	Completion date
Matsulu A	2192	R2473 891, 00	R1360 460, 17	4 September 2002	April 2005

The 2192 residents in Matsulu A received deeds of grant and the full tenure process is expected to be completed in March 2004 instead of April 2005.

Those people who received tenure (land) rights were already residing on the land that they received full ownership of. Some of them already possessed some form of ownership, e.g. a permission to occupy (PTO). After awarding full ownership to the land, the land right is then verified and added to the directorate's database. The process is then completed. Apart from the fact that they now own the land on which they reside, they are now able to use that land as collateral (surety) to apply for loans and are now able to build their houses there, secure in the thought that the land is theirs.

The local municipality envisaged that the land tenure project will eventually generate income, as property owners are required to pay property taxes and to pay for services rendered. At the moment not much income is generated this way, as many people do not pay for services rendered.

#### *Developmental actors*

With regard to the tenure process in the Mbombela area, the Land Administration directorate, sub directorate, Macro Planning, works closely with the Department of Land Affairs (DLA), the local municipality and the Department of Water Affairs and Forestry (DWAF). DLA, the local municipality and the Department of Housing and Land Administration each has its own tenure programme, budget and agenda. Each government department brings their own budget or input to the partnership.

#### *Funding*

R48 million has been spent on the tenure programme since 1999. The Department of Housing and Land Administration, which is responsible for funding the programme, only makes a certain amount of money available per year. The programme has also

received R17 million from the Department of Land Affairs. Funding however is not sufficient, for example the programme needs to fill 10 posts for regional planners, but has only enough funding to fill 6 posts. Due to a lack of skilled personnel and insufficient funding, it is believed that the tenure process will only be completed in the next 30 years. With sufficient funding and personnel however, the process can be completed in the next ten years.

## ***Impact***

### *Problems and obstacles*

The tenure process was a slow and arduous one as there was no existing legislature to guide the process. None of the people in areas such as kaNyamazane and especially Matsulu who do not enjoy full ownership of the land on which they live have been issued full ownership yet. Tenure insecurities for these people still remain. However more than 2000 people in Matsulu where more than one family sometimes have some form of claim to the same piece of land, were issued Deeds of Grant and will be enjoying full ownership in March 2004 when this tenure process will be complete. It is also envisaged that the process elsewhere will be fast tracked now that the legislation problems have been resolved.

A lack of skilled personnel and financial resources however also exacerbated the tenure problem. The tenure process is very technical and requires for example skilled town planners and surveyors, especially in areas that have not been formalised and where problems such as encroachment, illegal squatting, permanent houses built on land unsuitable for habitation, etc. exist. The capacity of the local municipality to run the programme on its own is questionable, especially in townships where these problems exist. Apart from lacking skilled technical personnel, the Mbombela Local Municipality also experience funding problems for its pilot programme geared towards formalising informal settlements and will have to pay for town planners and surveyors from its own funding.

## **4 SUMMARY AND CONCLUDING REMARKS**

### ***Analysis of outputs and impacts on communities and residents***

The Mbombela Municipal area still faces a huge backlog in terms of the provision and upgrading of infrastructure, especially roads as well as the provision of services (e.g. water, sanitation and electricity). This backlog is especially evident in the R293 and R188 areas. The local municipality seems reluctant to upgrade existing infrastructure or provide new infrastructure or services such as water, sanitation and electricity as they say these areas are not formalised townships and need to be registered first. This however does not mean that services are not provided to these areas, services have been provided, even to some informal areas, e.g. providing potable water to 40% of households in informal areas by 2007. Local municipal officials also seem to believe that the tenure process should be completed first and people should be given full ownership to the land they occupy. If towns are formalised and residents own the properties on which they reside, the local municipality would be able to charge people for services rendered. It would also be able to generate revenue from residents in the form of property taxes. It is believed that completing the land administration process and tenure process would also accelerate service delivery in other areas, such as housing.

The tenure process however has been a slow and arduous one as there was no existing legislation guiding it. A lack of technical skills within the local municipality and other government departments, e.g. DLA exacerbated the problem. It is however believed it will be fast tracked now that the legislative problems have been sorted out. In Matsulu A for example, 2192 people have already been issued with deeds of grants and this particular full tenure process is expected to be completed early in March 2004. Fourteen townships have also been formalised and registered and another six will be registered in the near future. It is hoped that these processes will speed up the upgrading and provision of infrastructure in these areas. It is envisaged that with adequate funding the tenure process could be completed within 10 years, without that, it would probably take 30 years.

Although service provision, e.g. water electricity etc. has been inadequate and the backlog is still huge, the fact that so few people pay for services exacerbate the problem as the local municipality uses income generated this way, to pay for further upgrading of existing services and for providing new services. In our conversations with some citizens and the fieldworkers, it became apparent that many people do not pay for services rendered. There are numerous reasons for low or non-payment of services, e.g. the high cost of living, (e.g. high food and transport costs), increased poverty levels and unemployment all contribute to an inability to pay for services rendered. Other people however just refuse to pay, expecting the services to be free. This is part of the mindset of non-payment that was so prevalent in earlier times, e.g. the 80's when many communities refused payment to municipalities as part of boycott activities. Interviewees also referred to the fact that many residents, especially in areas that have not been formalised, have access to electricity and water through illegal connections. The municipality is trying various means to increase payment for services, e.g. constructing payment points within communities and in walking distances. They admit the challenge lies in changing the mindset of people so that they would feel the need to pay for services. The municipality also feels that it does not have effective legal mechanisms to act against defaulters.

The local municipality in partnership with the Department of Health are providing primary health care services. Municipal clinics have been constructed and home based care and nutritional programmes have been introduced to try and alleviate poverty and care for the (chronically) sick. Most of the respondents of the citizens' questionnaire said that they had access to free primary health care services within their communities. Only a few respondents however indicated that they were regularly visited by the different health workers telling them about the different nutrition programmes or HIV/AIDS prevention, etc.

Many housing development projects have been initiated in Mbombela and the local municipality work closely with the housing directorate as well as the Peoples Housing Process to make sure that low-income families have access to formal houses. Although a lot of money has been allocated for housing purposes and a certain number of units had to be constructed in various townships, it seems that construction of most has been delayed for various reasons. In the Tekwane South project however, the 1000 units have been completed. This housing project sprouted out of the Maputo Development Corridor SDI initiatives. Delays also occurred with the Vukuzimela trust housing project and only 3 houses have been built to date. Construction was delayed for various reasons, e.g. suppliers failing to deliver supplies, political interference, and some sectors of the community allegedly sabotaging the PHP housing process for dubious reasons. It is imperative that the housing backlog be fast tracked.

The local municipality in partnership with other government departments and other stakeholders has initiated or supported various LED initiatives and has supported the emergence of black businesses and entrepreneurs. The MDC SDI and tourism promotion initiatives have opened up numerous economic opportunities for local business people and increased the number of Black entrepreneurs in the tourism industry.

The Housing directorate also facilitated partnerships between emerging contractors and Everite for training and cheaper supplies. Through the LRAD programme for example some emerging black commercial farmers were awarded international contracts. Emerging contractors were also employed to develop houses or to provide some of the municipal services. Most of the development initiatives that have been embarked upon resulted in skills development, training and job creation for local people. For example the Working for Water project made sure that women, disabled people and youth were employed. We could unfortunately not obtain any hard figures indicating precisely how many people have been employed, trained, or helped to establish their own businesses through the various programmes and initiatives. One can therefore not ascertain to what extent these economic development opportunities reached those who needed it most.

From all the information gathered it seems as if cooperation between the different role players (e.g. local and provincial government) is relatively effective, although a lack of coordination still hampers effective delivery of services. The local municipality for example conceded that a lack of coordination between the two water service authorities and five water service providers, hampered effective delivery of water services. Community participation has also been encouraged and welcomed in every area and the local municipality had initiated programmes and processes to engage communities in its activities, e.g. community members are involved in the IDP process, and serve on various committees.

Although government initiatives in terms of service delivery and alleviating poverty have been embarked upon in earnest within the Mbombela municipal area, the backlog in terms of service delivery is still huge and delivery slow. Funding and the lack of capacity remain some of the most pressing problems. Although some respondents have indicated that they are satisfied with the provision of electricity, many have expressed dissatisfaction with sanitation, inadequate roads and water services. Especially rural respondents seem to feel that the water supply is not satisfactory and that refuse removal is non-existent, causing health problems. Apart from service delivery being slow, maintenance of existing infrastructure, especially in rural areas is problematic. Crime is also still rampant and respondents feel that the personal safety of especially women and children is still a major problem that needs to be addressed.

It however seems as if the Mbombela Local Municipality together with other stakeholders (e.g. other government departments) are addressing the key components of the IDP document (see page 4), although not as effectively as they could. Implementation of many delivery initiatives was delayed because of poor initial planning, a lack of funds and skilled personnel.

Most respondents have indicated that they are dissatisfied with government's delivery and some have stated that the problem lies with a lack of coordination and transparency. Many seem to think that corruption could also be rife, thus hindering delivery to those who need it most. However when asked to elaborate on these corruption claims, people were unable to provide examples.

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