

# 25<sup>year</sup>

## REVIEW REPORT

MPUMALANGA PROVINCIAL GOVERNMENT

1994 • 2019



MPUMALANGA  
PROVINCIAL  
GOVERNMENT



# TWENTY-FIVE YEAR REVIEW REPORT

MPUMALANGA PROVINCIAL GOVERNMENT  
1994 – 2019

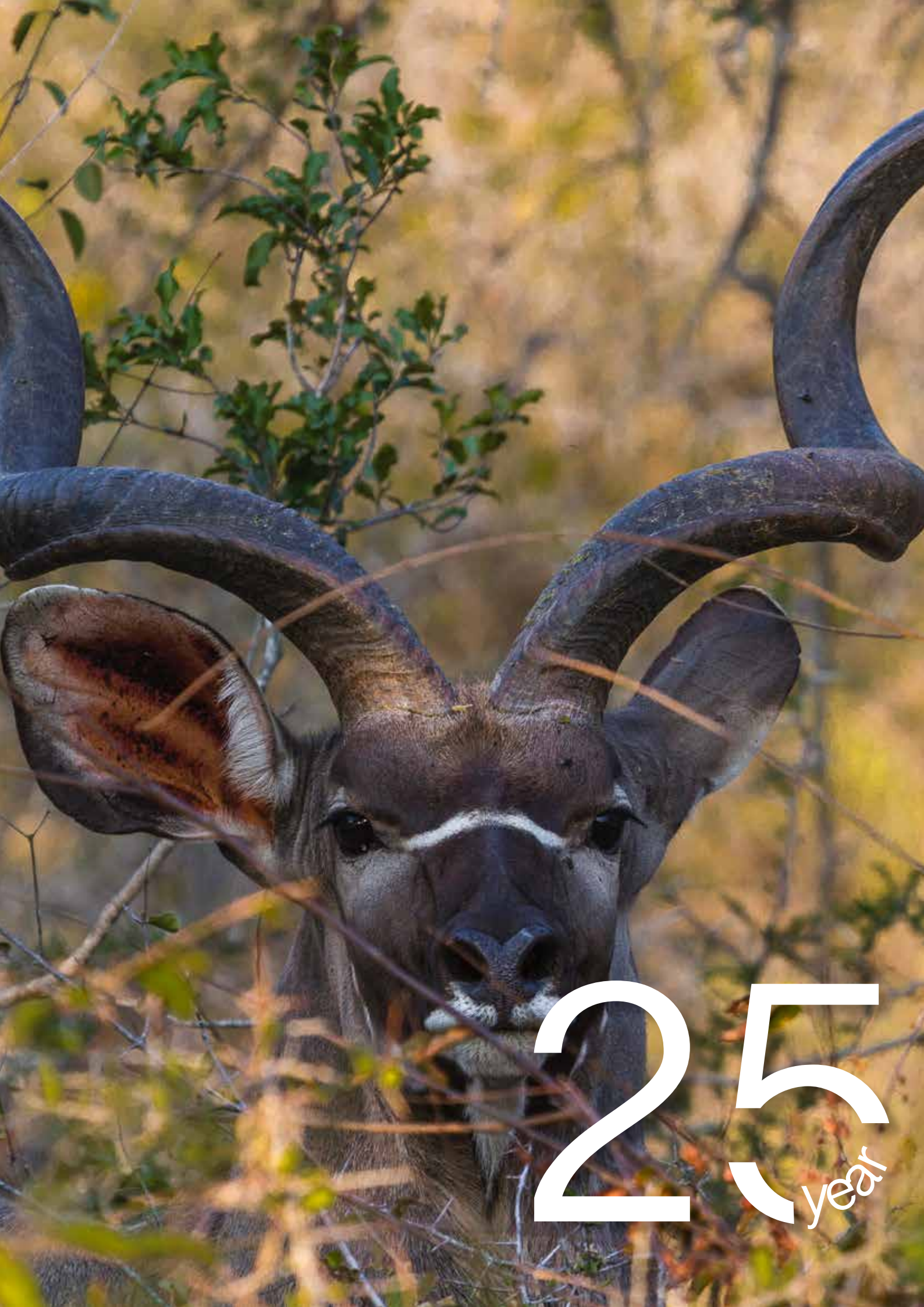
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25  
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## LIST OF ACRONYMS

<b>ABET</b>	Adult Basic Education and Training
<b>ART</b>	Anti-Retroviral Treatment
<b>ASGISA</b>	Accelerated and Shared Growth Initiative South Africa
<b>BATAT</b>	Broadening Access to Agriculture Trust
<b>CAPS</b>	Curriculum Assessment Policy Statement
<b>CASP</b>	Comprehensive Agriculture Support Programme
<b>CDW</b>	Community Development Workers
<b>CHC</b>	Community Health Centre
<b>COGTA</b>	Cooperative Governance and Traditional Affairs
<b>CRDP</b>	Comprehensive Rural Development Programme
<b>CSIR</b>	Council for Scientific and Industrial Research
<b>DBSA</b>	Development Bank of South Africa
<b>DCSSL</b>	Department of Community Safety Security and Liaison
<b>DPWRT</b>	Department of Public Works Roads and Transport
<b>ECD</b>	Early Childhood Development
<b>EIA</b>	Environmental Impact Assessment
<b>EMS</b>	Emergency Medical Services
<b>EPWP</b>	Expanded Public Works Programme
<b>FET</b>	Further Education and Training
<b>GDP</b>	Gross Domestic Product
<b>GDS</b>	Growth and Development Strategy
<b>GEAR</b>	Growth Employment and Redistribution
<b>GIZ</b>	German International Cooperation
<b>HR</b>	Human Resources
<b>HRD</b>	Human Resource Development
<b>HRDS</b>	Human Resource Development Strategy
<b>ICDMS</b>	Investigation Case Docket Management System
<b>ICT</b>	Information and Communication Technology
<b>IDIP</b>	Infrastructure Delivery Improvement Process
<b>IDP</b>	Integrated Development Plan
<b>IMU</b>	Integrity Management Unit
<b>INEP</b>	Integrated National Electrification Programme
<b>IRMA</b>	Integrated Rural Mobility and Accessibility
<b>KPA</b>	Key Performance Areas
<b>LED</b>	Local Economic Development
<b>LFS</b>	Labour Force Survey
<b>LRAD</b>	Land Redistribution for Agriculture Development
<b>LTSM</b>	Learner Teacher Support Material
<b>MEC</b>	Member of Executive Council

<b>MEGDP</b>	Mpumalanga Economic Growth and Development Path
<b>MIG</b>	Municipal Infrastructure Grant
<b>MIMP</b>	Mpumalanga Infrastructure Master Plan
<b>MISA</b>	Municipal Infrastructure Support Agency
<b>MPG</b>	Mpumalanga Provincial Government
<b>MRTT</b>	Mpumalanga Regional Training Trust
<b>MTPA</b>	Mpumalanga Tourism and Parks Agency
<b>MTSF</b>	Medium Term Strategic Framework
<b>NCRS</b>	National Crime Prevention Strategy
<b>NDP</b>	National Development Plan
<b>NGO</b>	Non-Governmental Organization
<b>NHI</b>	National Health Insurance
<b>NQF</b>	National Qualifications Framework
<b>OTP</b>	Office of the Premier
<b>PACCC</b>	Provincial Anti-Corruption Coordinating Committee
<b>PALAMA</b>	Public Administration Leadership and Management Academy
<b>PCPF</b>	Provincial Crime Prevention Framework
<b>PDGS</b>	Provincial Development and Growth Strategy
<b>PHC</b>	Primary Health Care
<b>PICC</b>	Presidential Infrastructure Coordinating Committee
<b>PMTCT</b>	Prevention Mother to Child Transmission
<b>PPP</b>	Public Private Partnership
<b>PSC</b>	Public Service Commission
<b>PSCBC</b>	Public Service Coordinating Bargaining Council
<b>QLFS</b>	Quarterly Labour Force Survey
<b>RAMS</b>	Road Asset Management System
<b>RBIG</b>	Regional Bulk Infrastructure Grant
<b>RDP</b>	Reconstruction and Development Programme
<b>SAIRR</b>	South African Institute of Race Relations
<b>SAPS</b>	South African Police Services
<b>SCORE</b>	Sports Coaches Outreach
<b>SDIP</b>	Service Delivery Improvement Plan
<b>SERO</b>	Socio Economic Review Report
<b>SETA</b>	Sector Education and Training Authority.
<b>SPLUM</b>	Spatial Planning and Land Use Management
<b>TB</b>	Tuberculosis
<b>THRD</b>	Transversal Human Resource Development
<b>TIU</b>	Traffic Intervention Unit
<b>WHO</b>	World Health Organization





  
THIS MONUMENT WAS OFFICIALLY  
UNVEILED BY THE PREMIER OF MPUMALANGA  
**MS. REFILWE MTSHWENI**  
ON THE 28TH OF SEPTEMBER 2018  
A TRIBUTE BY THE GOVERNMENT OF THE WESTERN CAPE



Ms RM MTSHWENI-TSIPANE  
PREMIER OF MPUMALANGA PROVINCE

## PREFACE BY THE PREMIER OF MPUMALANGA PROVINCE

The 1994 historic democratic birth of the Mpumalanga Province ushered a new dawn of hope to the previously disenfranchised people of our Province while on the other hand, our other part of the population who were privileged were engulfed with fear, hopelessness and to some extent with uncertainty and anger. The democratic dispensation offered an opportunity to build a province that belonged to all who lived in it, without discrimination, racial laws, sexism and tribalism.

My predecessors have tirelessly, for the past 25 years, worked to build and mold the dream province where all of its citizens would live side by side, enjoy equal opportunities to education, social amenities & services, health care, safety and security and free from racial discrimination, sexism and religious intolerance. The newly born Mpumalanga Provincial Government has sort to restore the dignity of all its citizens through ensuring access to basic water and sanitation services, providing dignified housing, electricity to all former rural villages across the breath of the province, social security, universal education, health care services and transport infrastructure that stimulate easy access and economic development through the Integrated Rural Mobility and Access (IRMA) Programme.

Despite inheriting a fragmented and polarized communities from the former homelands of Bophuthatswana, Gazankulu, KaNgwane, KwaNdebele, KwaZulu and part of the Transvaal Administration, the past 25 years has indeed provided hope to many of our citizens although we could have done more. The challenges of poor administration, skills migration and corruption have deprived our people a much better life they all yearned and dreamed of since 1994. The Reconstruction and Development Programme (RDP) has indeed reconstructed the face of our beautiful province to what it is today. We can look back with pride that we have indeed lived up to the dream of building a province that belongs to all who live in it despite the challenges that remain.

From a population with just under 3million people in 1994 to a population of 4.5 million in the 2018 according to Census Survey, Mpumalanga is not immune to the challenges facing the Republic of South Africa. We inherited unequal education, lack of school infrastructure in the former homelands and black townships, racial distribution of per capita school budget between black and white, a large majority of the black people living below the poverty line, poor or no access to public transport and road infrastructure, lack of dignified sanitation in most if not all black schools, poorly trained teachers with no support systems. To date we have eliminated mud schools, built over 1832 classrooms across the province, replaced 253 inappropriate structures with proper schools and constructed 7 boarding schools for rural/farm dwellers.

This Review report is an introspective reflection on Mpumalanga Province journey travelled from 1994 to 2019, reflecting the key milestones achieved and the challenges that hampered progress. The Mpumalanga 25-year review highlights key successes and failures in ensuring a better life for all. The review provides a reflective mirror view of both the successes and failures in the achievement of a better life for all and sets the tone/barometer for the next 25 years into 2044.

The triplets of inequality, poverty and unemployment are still deeply rooted in our province, the challenges of land distribution are daily manifested on our shores and corridors. While South Africa is regarded as the most unequal nation on the whole world, our people on the ground are living in abject poverty and inequality daily. The spatial apartheid planning that placed our people far from their workplace continue to pull most of them to poverty as they spend most of their income on commuting to and from work. STATS SA records that most of our black employed people spend up to 35% of their salaries on transport. This phenomenon can only be dealt with through speeding up integrated human settlements that promotes less travel to and from work.

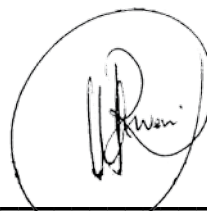
While we can celebrate the Key Achievements that are reflected in this report as a province, it is time to intensely change our wheels of fortune through changing drastically how we conduct the business of our provincial government. Laxity and comfort zones are a thing of the past going into our next 25 years. Our fore bearers have laid the foundation to build a prosperous Mpumalanga Province. Our communities and citizens are not going to accept any excuses and unaccountability from both the political and administration leadership. It is time to pull our sleeves and pull up our socks to deliver the much-needed services on infrastructure, education, health, safety and security and social development.

Mpumalanga has managed to reduce the travel distance to access primary health care by building more clinics, providing mobile clinic facilities and improving the district and regional hospital infrastructure. Mpumalanga has a total of 228 clinics, 59 Community Health Centers, 81 mobile clinic, 23 hospitals and 3 satellite clinics. A total 1 073km gravel roads were upgraded to surfaced roads from 1994 to 2019 and rehabilitated a total 2 873km of surfaced roads. The Integrated Rural Mobility and Access programme has provided rural areas with 7 pedestrian bridges, 19 bus shelters, 47 culvert bridges, 11 pedestrian sidewalk ways, 17-foot bridges. The Maputo Development Corridor has opened a new window of economic development for our people and those of Mozambique. Private sector investment in our major cities of Mbombela, Middelburg, EMalahleni, Secunda, Lekwa and Malalane has gained traction and created the much-needed jobs for the economy of our beautiful province. We have built 225 000 RDP's over the past 25 years and continue to ensure that the people of the province get access to dignified housing. We are providing scholar transport to over 70 000 from previously

disadvantaged people which includes our Shovakalula Bicycle to help scholars travel safer and better to school. We continue to provide opportunities to small businesses through the CWP, EPWP contractor development programme which has enrolled over 188 316 since its inception in 2009.

Corruption, maladministration and lack of accountability has deprived our province the achievement it needed in the past 25 years to bring about change, a better life, reduce inequality, poverty and unemployment. Our challenges as a province need a concerted and coherent effort by both the civil society, our political and administration to enforce Batho-Pele principles in the discharge of our daily mandate to the people of Mpumalanga Province. The fight against corruption and maladministration should gain center priority as we journey through our second 25 years in the Mpumalanga Province.

As we reflect on the past 25 years, our focus should be how best we can serve the people of our province, how best can we deal with the triple challenges of poverty, inequality and unemployment. Improving our risk management strategy is central towards eliminating the ugly face of corruption and maladministration. With all the achievements, experiences and challenges, the next 25 years for our beautiful province is a challenging one as our population grows, the rate of unemployment increases, demands for basic human needs become more and pivotal to redress the imbalances created by the legacy of our past and our own challenges in the past 25 years.



**Ms RM MTSHWENI-TSIPANE**  
**PREMIER OF MPUMALANGA PROVINCE**



# INTRODUCTION





## (i) Introduction

The 1994 democratic elections gave birth to nine provinces from the four colonial apartheid provinces of the Cape, Free State, Natal, and Transvaal. Mpumalanga was born from part of the boundaries of the former Transvaal, KaNgwane, Gazankulu, Lebowa and Bophuthatswana. The newly established Province of Mpumalanga in 1994 inherited poor homeland areas, racial divide, polarised communities, lack of infrastructure, education systems that were constructed along racial lines, ethnicity, and fragmented systems. The populace of the Mpumalanga Province was characterised by poverty, high levels of literacy and low levels of skilled tertiary qualified people.

25 years post the first democratic birth of the Mpumalanga Province, this review report will attempt to deliberate and spell out the achievements and challenges to date. This report is an attempt to show how the Mpumalanga Province has progressed in the past 26 years and indicate the challenges that are faced by the province in order to draw lessons and experiences into the next twenty years in 2044. The data used in this report has been drawn from various local sources such as departmental report, STATSSA, research archives and publications.

At the dawn of democracy, the Mpumalanga Province, several municipalities comprising of TLCs (Transitional Local Councils) and TRCs (Transitional Rural Councils) under the then Eastvaal District Council now Gert Sibande District Council; Highveld District Council now Nkangala District Council and the Lowveld Escarpment District Council. These municipalities were amalgamated and gave birth to the new developmental local government boundaries aimed accelerating the delivery of basic services. This 25-year review provides a foundation for evaluating the milestones the various spheres of government managed to achieve, the pitfalls and challenges encountered over the same period. The report is therefore a springboard for dialogue amongst all stakeholder in the Mpumalanga in order to shape and inform the future planning of the province that will bring about change, development, eradicate poverty, inequality and unemployment as espoused in the National Development Plan (NDP).

Service delivery is a compound phrase that evolves around the services that are provided by government, state-owned entities (SOEs), the private sector, community-based and civil society organisations. Services range from soft services (information, support systems, and referrals) and basic human needs (such as water, roads, health care, waste management, safety etc.). Our Constitution guarantees citizens access to basic services, and further, other legislative and policy frameworks imperatives direct, compel and place the mandate to spheres of government to provide access to basic services and creation of enabling environment for other activities such as economic development. The 25-year review of Mpumalanga provides a fair basis for the analysis of how far the Province has managed to ensure

access to basic services, dismantling the racial divide, building a non-racial, non-sexist Mpumalanga Province, bridging inequality, eradicating poverty, and reducing poverty to all residents. The report documents successes; impacts, as well as challenges faced by Mpumalanga Province Government and its partners in the delivery of services over the period 1994 – 2019.

The Mpumalanga 25 Year Review Report (1994–2019) is compiled within the context of South Africa's bitter history; "... one dominated by colonialism, racism, apartheid, sexism and repressive labour laws, policies and practices". The result was that poverty and degradation existed side by side with modern cities and a developed mining sector; industrial and commercial infrastructure. Income distribution was racially distorted, with South Africa ranked as one of the most unequal in the world – in which lavish wealth and abject poverty characterised our society. The evil triplets of unemployment, poverty and inequality are a direct consequence of skewed apartheid system that deliberately disenfranchised the black majority; for over 3 centuries.

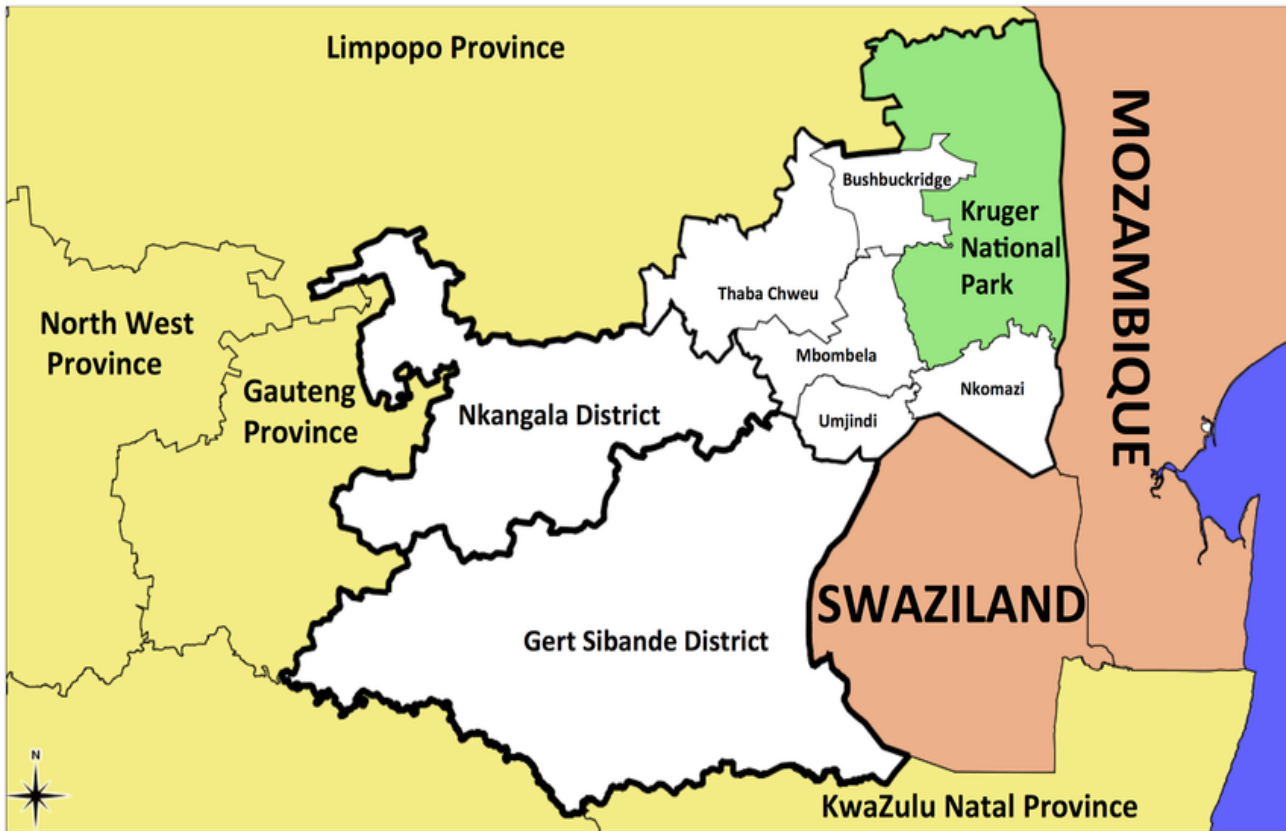
Addressing unemployment, poverty, and deprivation (as well as economic stagnation & decline) is the first priority of the democratic government, and the RDP (introduced in 1994) sets out a facilitating and enabling environment to this end. The RDP addresses issues of social, institutional, environmental, and macro-economic sustainability in an integrated manner, with specific attention to affordability. Post RDP, GEAR, ASGI-SA, New Growth Path and now the NDP are all programmes of government meant to deliver a better South Africa for all. To effect the required change and impact, national government acknowledges the crucial role of provincial and local governments in adopting and implementing what are described mainly as national-level programmes to meet basic needs; hence the need to review and document successes and impact, as well as challenges associated with delivering growth and development for improved livelihoods for all in South Africa as delivered in Mpumalanga Province.

To this end, the Mpumalanga 25 Year Review project seeks to develop a sound basis on which future plans will be implemented upon proper reflection on the progress made against stated objectives. Celebrating successes provides an opportunity to identify approaches and models that are effective and efficient; and an honest assessment of the reasons why certain objectives are not met, establishes a foundation for improvement in future planning, implementation, monitoring and evaluation.

The next 25 years should be planned, managed, and driven better than the previous one as lessons are drawn from the achievements, challenges, and information management. With the 4<sup>th</sup> Industrial Revolution taking centre stage in the global arena, Mpumalanga should gear itself to ensure that it is **strategically positioned to participate, input and benefit from the knowledge economy. This 25 year review is a baseline for the development of a sound basis to plan for the future through reflecting on what was done**



**Fig. I Mpumalanga Province Geopolitical Map**



(Source: STATSSA)

correctly, what was done right and take appropriate action to improve on the achievements made and take corrective measures on the identified challenges and short falls.

## (ii) The Mpumalanga Geo-Political Boundaries

The Mpumalanga Province formerly “Eastern Transvaal” is one of the nine Provinces of the Republic of South Africa, established in terms of Chapter Six of the Constitution of 1996. Mpumalanga means ‘Place of the Rising Sun’ and is the name given to the new province in Eastern Transvaal in 1993. It includes part of the old Transvaal and the former homelands of KaNgwane, KwaNdebele as well as parts of Gazankulu and Lebowa. The Mpumalanga Province forms a strategic part of South Africa due to its rich heritage and economic activities and corridors. There are many game reserves including the world-famous Kruger National Park. The natural heritage also includes Bourke’s Luck potholes, Three Rondavels, Blyde River Canon, Lisbon Waterfall, Makhonjwa Mountains, Badplaas Natural Springs and the Sudwala caves. The cultural heritage includes San rock paintings, Ndebele wall

paintings, diverse tribal settlements and historic battle sites and the old mining towns, Pilgrim’s Rest and Barberton where the first stock exchange was founded.

The Province of Mpumalanga is located in the East of South Africa, and shares provincial borders with KwaZulu-Natal in the South, Swaziland in the South East, Mozambique in East, the Free State in the South-West, Gauteng in the West and Limpopo in the North. The Province occupies 6.5% of South Africa’s surface area and is the gateway to Swaziland and Mozambique. The strategic location of the Mpumalanga Province allows access to African and international markets through Mozambique, Durban harbours as well as Gauteng the largest industrial and economic hub province of South Africa and Africa.

The Mpumalanga Province is endowed and characterised with natural beautiful landscapes, grasslands, forestry, waterfalls and has a wealth of natural resources, especially biodiversity and minerals, but is constrained by a general lack of adequate water infrastructure (dams & reservoirs) and few perennial rivers. The climate supports a wide variety of agricultural activities including pastures, dry-land cereals, plantation forestry, intensive arable

crops as well as sub-tropical fruit and sugarcane (irrigated). Much of the province is well suited to human habitation. The Province comprises of three (3) district municipalities, namely Ehlanzeni, Gert Sibande and Nkangala and have a total of seventeen (17) local municipalities.

### (iii) **The Purpose of the Review**

Developing a sound basis to plan for the future requires reflection with regard to the progress made against stated objectives. Celebrating successes provides an opportunity to identify approaches and models that are effective and efficient. An honest assessment of the reasons why certain objectives is not met, establishes a foundation for improvement in future planning and implementation.

The purpose of this Twenty-Five Year Review is to use evidence to reflect on and celebrate 25 years of democracy and the progress we have made as a Province since 1994 – including the challenges that still remain and how we can best address these.

The 25 Year Review is built on key information linked to provincial development indicators that demonstrate progress and achievements with regard to provincial priorities. This retrospective account will inform future long-term planning in the Province, and as such, reference is made to Mpumalanga's Vision 2030, and the National Development Plan 2030 as a means of assessing the status quo in respect of our 2030 targets.

### (iv) **The General Problem Statement**

Our history has been a bitter one dominated by colonialism, racism, apartheid, sexism, and repressive labour policies & practices. The result was that poverty and degradation existed side by side with modern cities and developed mining, industrial and commercial infrastructure. Our income distribution was racially distorted and ranked as one of the most unequal in the world - lavish wealth and abject poverty characterised our society.

Poverty was, and still is, the single greatest burden on South Africa's people, and is the direct result of the apartheid system and the grossly skewed nature of business and industrial development which accompanied it. Poverty affects millions of people, the majority of whom live in the rural areas and are women. In 1994, it was estimated that there were at least 17 million people surviving below the Minimum Living Level in South Africa, and of those at least 11 million lived in rural areas. For those intent on fomenting violence, these conditions provided fertile ground.

It is not merely the lack of income that determined poverty, but a substantial proportion of extremely basic needs were unmet. In attacking poverty and deprivation, the RDP aimed to set South

Africa firmly on the road to eliminating hunger; providing land and housing to all our people, providing access to safe water and sanitation for all, ensuring the availability of affordable and sustainable energy sources, eliminating illiteracy, raising the quality of education and training for children and adults, protecting the environment, and improving our health services and making them accessible to all.

With a per capita Gross National Product of more than R8 500 South Africa was classified as an upper middle-income country. Given its resources, South Africa could afford to feed, house, educate and provide health care for all its citizens. Yet apartheid and economic exploitation had created the gross and unnecessary inequalities among us.

The economy was built on systematically enforced racial and segregationally spatial division in every sphere of our society. Rural areas were divided into underdeveloped Bantustans and well-developed white suburbs, serviced white-owned commercial farming areas. Towns and cities were divided into townships without basic infrastructure for blacks and well-resourced suburbs for whites.

Segregation in education, health, welfare, transport, and employment left deep scars of inequality and economic disparities amongst the society. In commerce and industry, large conglomerates dominated by whites control large parts of the economy. Cheap labour policies and employment segregation concentrated skills in white hands. Our workers were poorly equipped for the rapid changes taking place in the world economy. Small and medium-sized enterprises were underdeveloped, while highly protected industries underinvested in research, development, and training.

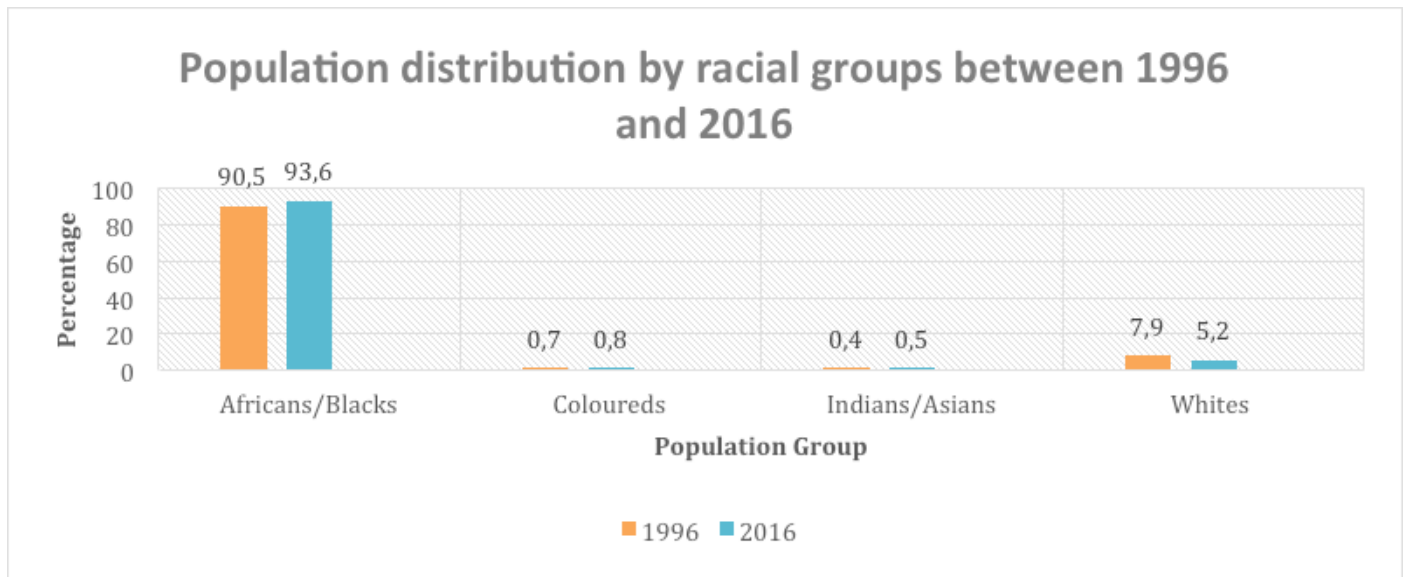
The result was that in every sphere of our society - economic, social, political, moral, cultural, environmental - South Africans were confronted by serious problems. There was not a single sector of South African society, nor a person living in South Africa, untouched by the ravages of apartheid.

In its dying years, apartheid unleashed a vicious wave of violence. Thousands and thousands of people were brutally murdered, maimed, and forced from their homes. Security forces had all too often failed to act to protect people, and had frequently been accused of being implicated in, and even fomenting, the violence. We were close to creating a culture of violence in which no person could feel any sense of security in their person and property. The spectre of poverty and/or violence haunted millions of our people. (RDP document: 1994)

### (v) **The Reconstruction and Development Programme's Vision and Objectives.**

The RDP links reconstruction and development in a process that

**Fig 2: Mpumalanga population racial distribution 1996 and 2016 Bar Chart:**



Source: STATS SA

will lead to growth in all parts of the economy, greater equity through redistribution and sustainability. The RDP is committed to a programme of sustainable development which addresses the needs of our people without compromising the interests of future generations. Without meeting basic needs, no political democracy can survive in South Africa. We cannot undo the effects of apartheid overnight, but an extreme sense of urgency is required because reconstruction and development are major thrusts of the National Peace Initiative.

Attacking poverty and deprivation is the first priority of the democratic government, and the RDP sets out a facilitating and enabling environment to this end. The RDP addresses issues of social, institutional, environmental, and macro-economic sustainability in an integrated manner, with specific attention to affordability. We acknowledge the crucial role of provincial and local governments in adopting and implementing what are described here mainly as national-level programmes to meet basic needs. The RDP is also based on the premise that user charges will consider socio-economic circumstances.

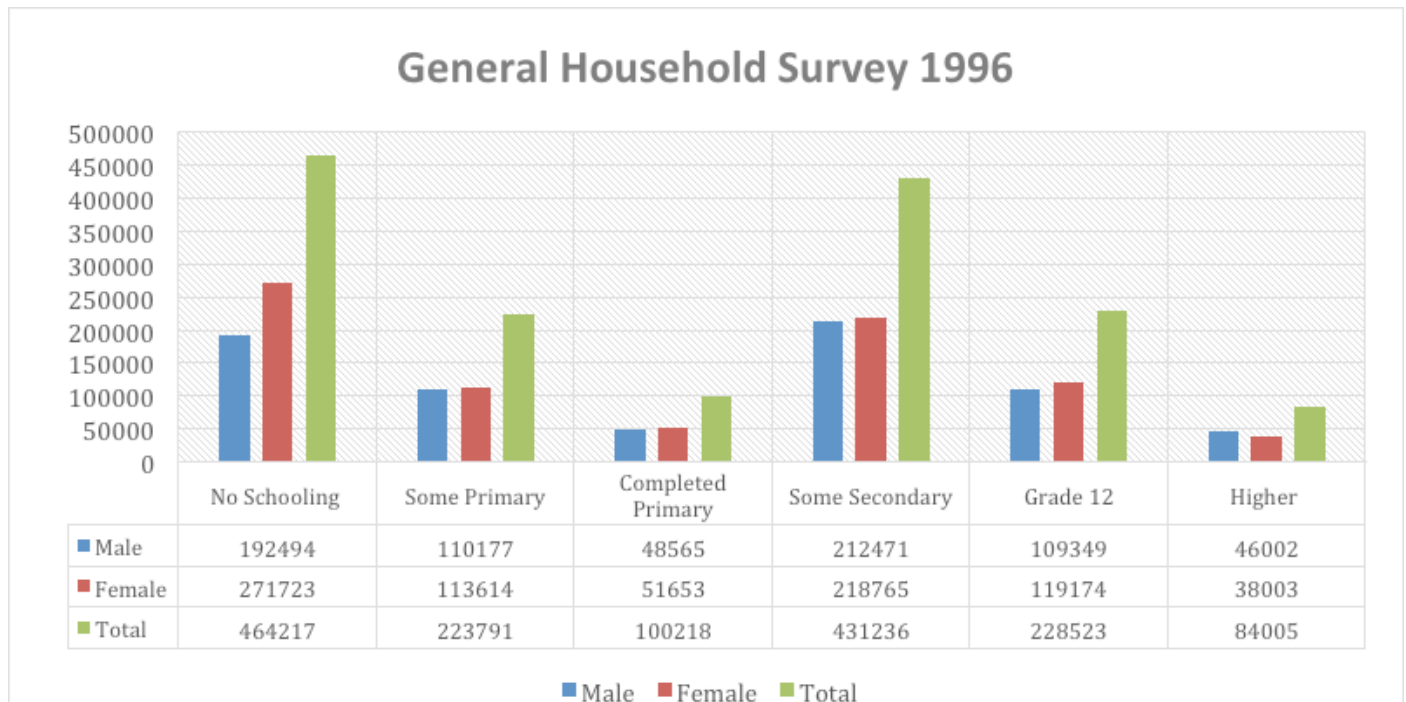
The central objective of our RDP was to improve the quality of life of all South Africans, and in particular the most poor and marginalised sections of our communities. This objective should be realised through a process of empowerment which gives the poor control over their lives and increases their ability to mobilise sufficient development resources, including from the democratic government where necessary. The RDP reflects a commitment to grassroots, bottom-up development which is owned and driven by communities and their representative organisations.

The strategy for meeting basic needs rested on four pillars, namely:

- Creating opportunities for all South Africans to develop to their full potential.
- Boosting production and household income through job creation, productivity, and efficiency, improving conditions of employment, and creating opportunities for all to sustain themselves through productive activity.
- Improving living conditions through better access to basic physical and social services, health care, and education and training for urban and rural communities; and
- Establishing a social security system and other safety nets to protect the poor; the disabled people, the elderly and other vulnerable groups. (RDP document: 1994)

#### **(vi) Mpumalanga Demographics in 1994 and 2019**

In 1996, Mpumalanga had the fourth lowest population from the nine provinces with 3.1 million people (Stats SA Census 1996) and translated to 7.7% of the total population of South Africa then, 48.2% were male and 51.8% female. In 2011, the Provincial population had grown to 4 039 939 million and translated to 7.8% of the total population of South Africa then. In 2018, Mpumalanga's population was estimated at 4.5 million and translated to 7.8% of the national population, with 49.0% being males and 51.0% being females.

**Fig 3: Educational Profile between 1996**

**Source: Stats SA**

The figures further show that at least 38% of the province's population lived in urban areas from the 1996 Census. By 2018, the ratio of the population that lived in urban areas increased to approximately 45%. The growth in urban population is attributed to the socio-economic migration.

In 1996, among people aged 20 years and above, 29.3% had no schooling at all, whilst 14.1% had some primary education and 6.3% had completed their primary education. Only 5.3% of the population 20 years and older had tertiary qualifications and 14.4% had a matric, whereas 27.2% had completed some secondary education. By 2017, the situation has improved considerably with only 7.8% of Mpumalanga's population 20 years and older still without any schooling and the shares of those with matric (28.2%) and tertiary qualifications (12.2%) doubling between 1996 and 2017.

In 1996, 2.21 million or 65.9% of Mpumalanga's population lived below the lower bend of the poverty line (LBPL). By 2018, the number of citizens in Mpumalanga below the LBPL has declined to 2.06 million and the share improved to 46.4% of the total population. Mpumalanga Province has continued to lift people up from the poverty trap through the social relief programmes, expanded public works programme, community works programme, rural development and preferential procurement policy implementation.



# CHAPTER 1

## OUTCOME 1: IMPROVED QUALITY OF BASIC EDUCATION





## 1.1 Mpumalanga in 1994

“Education and training under apartheid was characterised by three key features. First, the system was fragmented along racial and ethnic lines, and saturated with the racist and sexist ideology and educational doctrines of apartheid. Secondly, there was a lack of access or unequal access to education and training at all levels of the system. Vast disparities existed between black and white provision, and large numbers of people - in particular, adults (and more especially women), out-of-school youth, and children of pre-school age - had little or no access to education and training. Thirdly, there was a lack of democratic control within the education and training system. Students, teachers, parents, and workers were excluded from decision-making processes” (RDP, 1994).

Mpumalanga had a fragmented, inequitable, racially segregated education system along racial and ethnic lines. Uneven resource provision with Whites taking the lion's share, followed by Indians and Coloureds while the Black majority received the smallest share of resources. In 1994, only 54% of African teachers were qualified compared to 99% of White teachers, and 93% and 71% of Indian and Coloured teachers, respectively. In 1990 only 24% of African matric learners took Mathematics compared to 64% of White and 70% of Indian students. The pass rate in Mathematics stood at 97% for Whites while for Africans it was at 15%. In 1996 it was found that approximately 59% of the schools were without electricity, 34% without water on site, 12% without toilets on site, and 61% without a telephone connection.

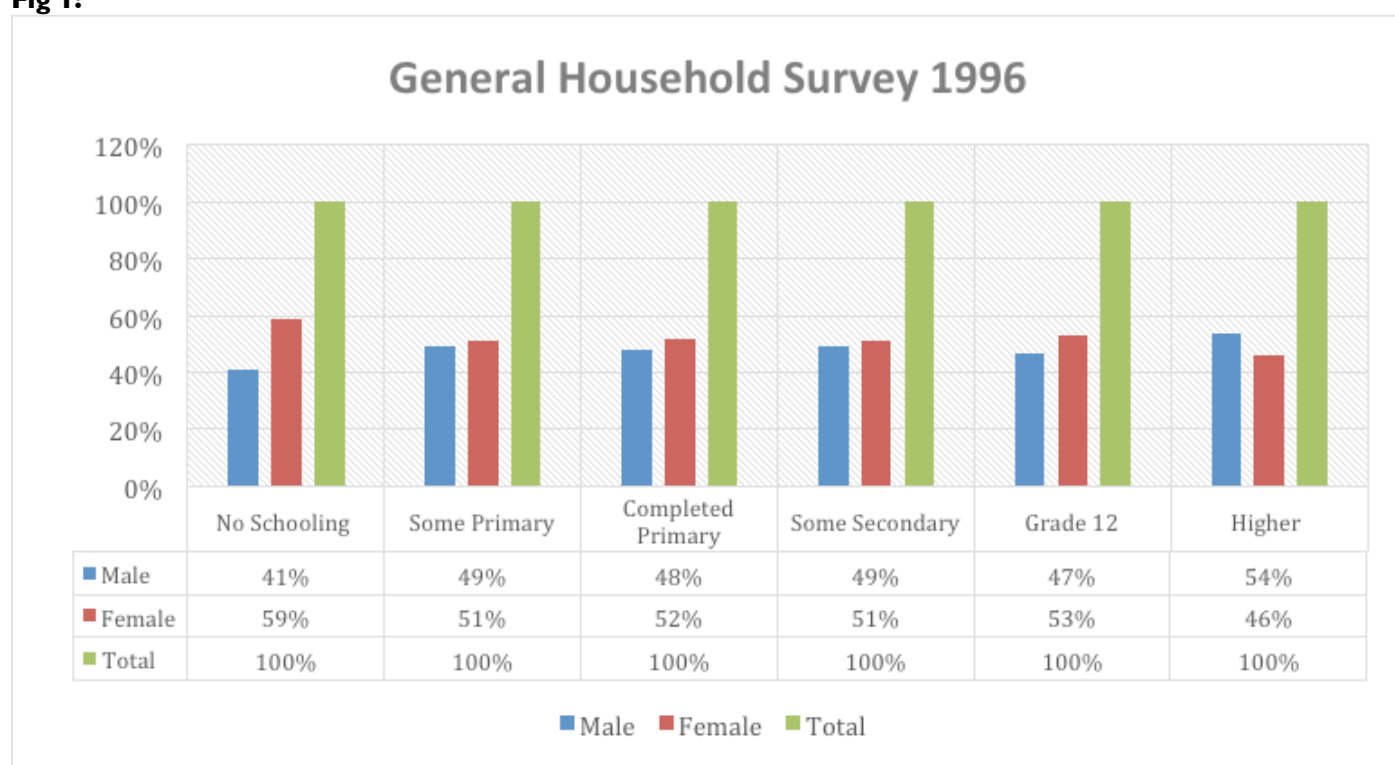
For every R5 the government spent on a White learner, only R2 was spent on an African learner.

Mpumalanga Province as per the general survey conducted in 1996 after the first democratic elections, had a total of 192 494 males with no schooling, 110 177 had some primary education, 48 565 had completed their primary, 212 471 had some secondary school education, 109 394 had matric/grade 12 and 46 002 had higher education qualifications compared to 271 273 females with no schooling, 113 614 with some primary school, 51 653 who completed primary education, 218 765 with some primary education, 119 174 with matric/grade 12 and 38 003 with higher education over the same period. The education survey is represented in percentages in the bar chart below and is a true reflection of the inherited patriarchal education system.

The number of females with no schooling was 59%, those with some primary schooling 51%, those that completed primary 52%, those with some secondary school 51%, those with grade (12) or matric 53% and those with Higher education 46% compared to 41% males with no schooling, 49% with some primary schooling, 48% who completed primary school, 49 % with some secondary school, 47% with grade (12) or matric and 54% with higher education. The data above attest the bias and inequality that prevailed prior 1994. The population figure for females is larger than that of males, but the variance in the number of females compared to the males is too little to represent the gender parity in the provision of education. The need to implement gender mainstreaming remains a big priority in our education system.

Between 1994 and 2003 grade twelve performances ranged between 40% and 50% with quite a sizeable number of learners unable to receive bachelor passes. In 2004 to 2010 a slight

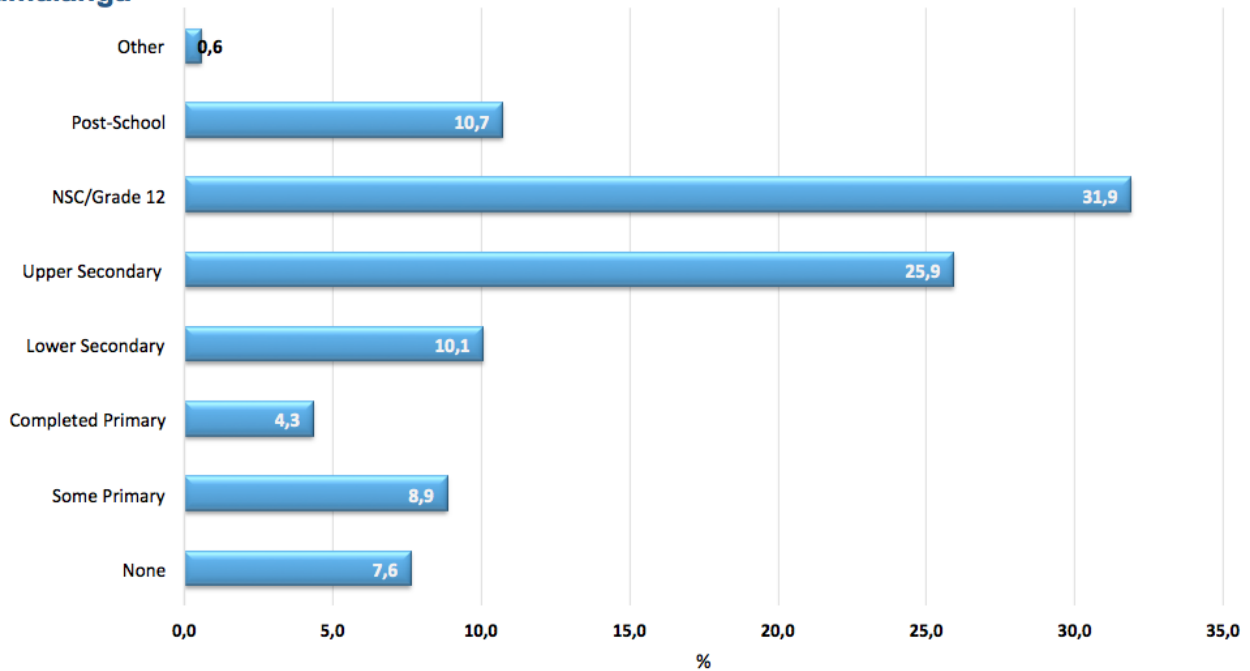
**Fig 1:**



**Source: STATSSA General Household**

**Fig 2:**

### Percentage distribution of educational attainment for individuals aged 20 years and older, Mpumalanga



Source: GHS 2018

improvement was observed with a fluctuating performance ranging from 50% to 60%. There has been significant progress attained as a result of the development of institution-based Service Delivery Improvement Plans implemented by the department of education. This has resulted in grade 12 results improving substantially to 79%.

## 1.2 Developments since 1994

The Constitution of the Republic of South Africa has endorsed the recognition of Human Rights by all organs of State. Key to these universal rights is access to basic education including adult basic education. Mpumalanga has inherited a highly fragmented education system without generic procedures. What worsened the situation was the inadequacy of the school infrastructure. The number of schools built by the apartheid regime was, however, not proportionate to the size of the population and its future expansion. The inadequacy of school infrastructure consequently, overly compromised access to education. The schooling environment inherited in 1994 seemed untenable as it was marred by a multiplicity of challenges, such as low levels of education, few qualified teachers, privately owned ECD centres, unsafe structures without decent basic services i.e. sanitation, dearth of learner-teacher material and a high adult illiteracy rate.

The teacher/learner ratio from 1994 has shown improvement whilst there is still a great challenge to ensure manageable classes for better outcomes and output. The ratio for the period 1994 was 1:36, for the period 1999 it was 1:6, for the period 2004; it was 1:35, for the period 2009; it was 1:30, for the period 2014 it was 1:33 and for the period 2019 it was 1:30.

The Provincial Administration has, during the preceding 25 years, focused its energies on maximising access to education commencing with awareness to all communities in Mpumalanga to understand the education value chain link between Early Childhood Development and mainstream education. This process ran concurrently with the construction of school infrastructure that promoted a holistic approach to schooling and the elimination of other poverty driven challenges that hinder seamless academic empowerment of children of school going age i.e. walking long distances, child-headed households, incomprehension due to hunger, to name but a few. To mitigate the adverse effects of poverty playing itself out in the school environment, Mpumalanga heeded the national clarion call to introduce scholar transport and school nutrition programmes. These initiatives indeed changed the education landscape in terms of learner attainment.

Although the education sector in Mpumalanga still has challenges ranging from slowness in improving the throughput rate, mitigating the high teacher attrition rate, comparatively, the situation in the Province is no longer as gloomy as it was during the apartheid

regime. This is evident in the key achievements listed below:

TABLE 1: SUMMARY TABLE OF ACHIEVEMENTS FROM 1994 TO 2019 ON ECD & EDUCATION.

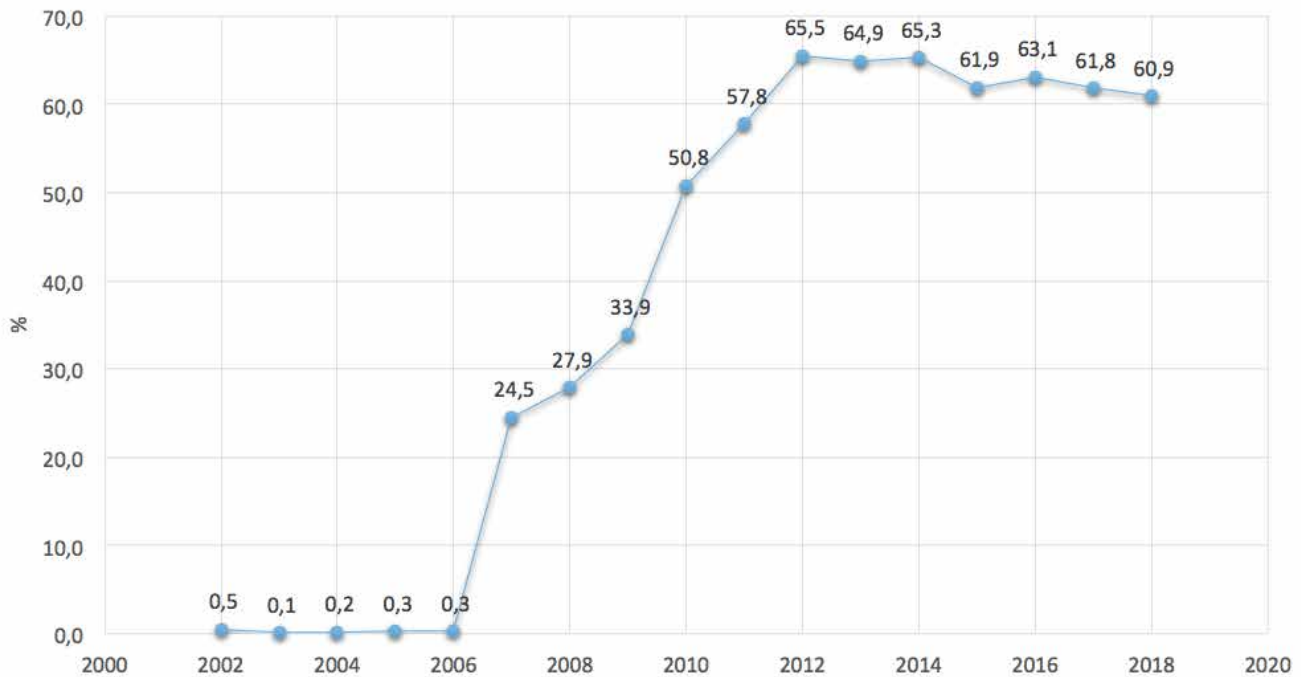
Indicator Description	1994	2019
Number of School	1 697	1679
Number of ECD Centres	No reliable data	1017
School enrolment	910 944	1 004 410
Adult Illiteracy	30.4%	7.8%
Enrolled ECD learners	No reliable data	63 992
ECD integration to formal schooling	None	1059
ECD qualified practitioners	30	529
No Fee School declared	None	1586
No Fee Beneficiaries	None	835 671
School Nutrition Programme	492 687 (2004)	907 517
Scholar Transport	280 (1998)	70 000
Special schools in Province		18
Special Needs Proving Schools	none	140
Special Needs Learners Beneficiaries	No data	16000
Grade 12 pass rate	47.5%	79%
Total Spent on school/education infrastructure	No data available	R10 000 000 000

The number of public schools have increased from 1 697 in 1994 to 1 927 in 2019.

- School enrolment has increased from 910 944 to 1 004 410 representing a 9.4% increase.
- The adult literacy rate in the Province has been increasing steadily over the past decades. Illiteracy amongst the population of Mpumalanga 20 years and older has decreased from 30.4% in 1995 to 7.8% in 2017.
- Currently 1 017 ECD centres in the Province are fully funded. This means that a total of 63 992 children in this cohort are funded and supported by government.
- The Province has integrated ECD into the schooling system and this led to 1 059 public primary schools and 500 community-based centres being supplied with the required LTSM and workbooks.

- In 2004, the Province had appropriately 30 qualified ECD practitioners; this number has since increased to 589 practitioners who have been incorporated to post level 1 educators, to in addition 529 ECD practitioners have qualified with NQF Level 6 National Diploma and are currently in the process of being incorporated to post level 1 educators.
- 1 586 public ordinary schools in the Province have been declared “no fee schools” benefitting approximately 835 671 learners.
- The number of learners listed in the school nutrition programme has almost doubled from 492 687 in 2004 to 907 517 benefitting from 186 school feeding days by 2018.
- In 1998, the scholar transport programme catered for 280 learners and to date it has increased to over 70 000 beneficiaries.

### Percentage of those aged 5 years and older who attend school who do not pay tuition fees in Mpumalanga, 2002-2018.



Source: GHS 2018

- There are 18 special schools in Mpumalanga catering for the educational needs of approximately 4 037 learners with disabilities, whilst 16 000 learners with moderate disabilities are catered for in the 140 full-service schools.
- Grade 12 performance in the Province has increased from a dismal 47.5% pass rate in 1994 to a 79% pass rate in 2018. Six hundred schools have been renovated and upgraded to meet minimum acceptable infrastructure standards in accordance with the norms and standards for education infrastructure. 244 mud and unsafe structures have been eradicated since 1994.
- A cumulative R10 billion investment in education infrastructure has been spent over the reporting period as part of the efforts to improve access to quality learning and teaching in the Province.

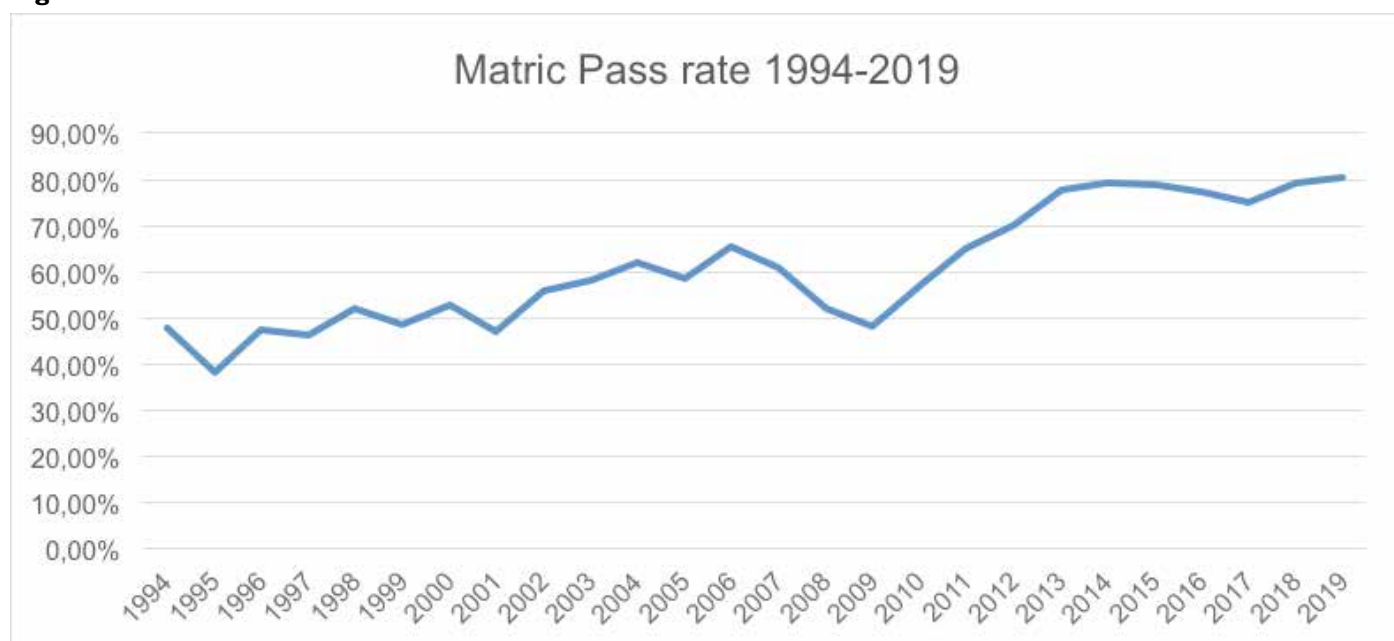
2015 GHS, 26.1 per cent of the provincial population aged 0-4 years attended ECD centers, which was marginally higher than the 2014 figure of 25.1 per cent but lower than the national level of 31.6 per cent in 2015. Further improvements were registered in 2018 as approximately 37% of children aged 0 to 4 were accessing ECD services. In year 2000/2001 the Province supported 90 crèches run by NGOs and this increased to 1 018 in 2017/18.

These centres reach more than 58 000 children per annum through registered ECD programmes. In the past 5 years the Department has also expanded the programme to non-centre-based initiatives reaching almost 20 000 children. According to STATS SA's Community Survey, 93.6% of learners received Grade R tuition in 2016. To date Mpumalanga has 528 669 learners accessing ECD services (Stats SA: GHS, 2016).

There has been a consistent approach over the years to improve the qualifications of ECD practitioners as they contribute largely to the cognitive development of young children. To date, Mpumalanga improved the knowledge base of the ECD Practitioners and Grade R Practitioners' qualifications to NQF Level 6. In this regard, and since 2015/16, 529 Grade R practitioners are studying towards ECD NQF Level 6 and they will be graduating with a National Diploma in Grade R teaching in the current financial year. 300 additional Grade R practitioners were registered for Grade R Diploma studies and are in their first year of study.

#### 1.2.1 Early Childhood Development

One of the most important educational priorities of the Mpumalanga government was to reach children of the age group 0-4 years with the intention of providing state support for Early Childhood Development (ECD) programmes. According to the

**Fig 3: Provincial Matric Pass Rate %**

**Source: Department of Education**

Since practitioners play an important role in developing school readiness skills in Grade R learners, their working conditions have been improved. The Province increased the practitioner stipend from R2 000 to R6 350 per month in 2017/18 and from a one-year contract to a three-year contract. There has been an increase in terms of the provision of age-appropriate learning and teaching support material including the number of ECD registration sites. The functionality and impact of the ECD sites are periodically monitored and subsidies are provided for those children where a need exists.

### 1.2.2 Education Ratios and Enrolment

According to the Mpumalanga Socio Economic Review and Outlook report of 2018 December, there were 1 096 428 learners in 1 726 ordinary public and 110 independent schools in Mpumalanga, who were served by 34 546 educators. The learner-educator ratio (LER14) in public schools of Mpumalanga increased from 30.8 learners per educator in 2014 to 32.4 in 2017. This was higher than the national level of 31.3 learners per educator. The learner-school ratio (LSR) in the public schools of Mpumalanga was higher than the national figure of 525 in 2017 and increased from 587 learners per school in 2014 to 624 in 2017. According to the educator-school ratio (ESR), the number of educators per public school remained unchanged between 2014 and 2017 at 19. The aforesaid ratio was higher than the national level for 2017 of 17 educators per public school. The province therefore needs to improve its learners educator ratio (LER) to be equal to the national average (LER) and lower the learner school ration (LSR) to equate the national ratio (LSR).

In 2017, 90,8% of individuals in Mpumalanga aged five years and older and who attended educational institutions, attended school, while a further 2,0% attended tertiary institutions and 2,9% of individuals attended Technical Vocational Education and Training (TVET) colleges.

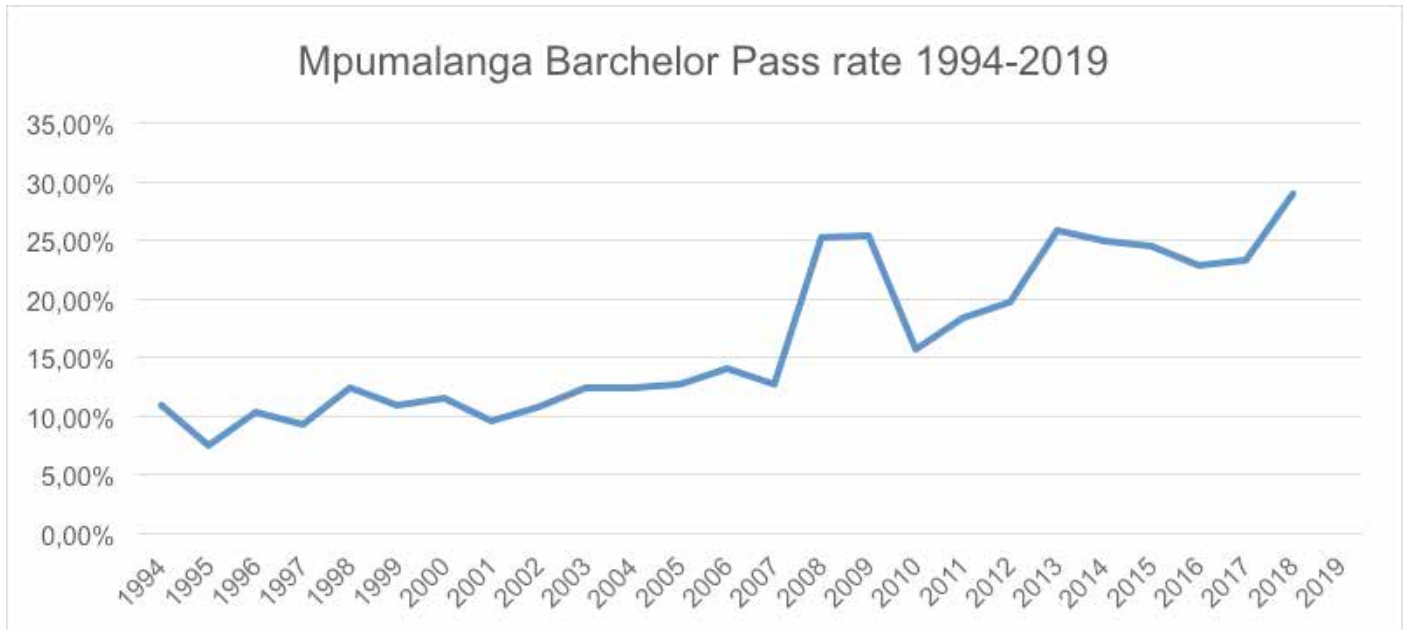
**No Fee School Programme** - Currently 1 656 public ordinary schools have been declared no fee-paying schools benefiting over 835 671 learners of school going age from poor households. Learners in quintiles 1 to 3 schools are allocated an amount of R1 340.00 per learner. Public ordinary schools in Mpumalanga that are classified as no fee schools cater for up to 90% of learners.

**National School Nutrition Programme** - the Department of Education started the programme with 492 687 primary school learners in 2004 and in 2018, the programme reached 907 517 needy primary and secondary school learners in quintile 1 to 3 schools.

### 1.2.3 Scholar Transport

Prior 1994, scholar transport was preserved for whites, coloureds, and Indians, and to date the service has been extended to the previously disadvantaged in our province. This has improved access to basic education for all citizens of Mpumalanga. The programme comprises of commuter buses and bicycles that enable learners to access school easier and improve their learning productivity.



**Fig 4: Mpumalanga Bachelor Pass Rate 1994- 2019**


The Mpumalanga Province introduced the scholar transport programme for learners who walk 5km or more to the nearest public school. At the inception phase of the programme in 1998, only 280 learners were transported to and from schools and we have now 60 629 learners that are beneficiaries of the Scholar Transport Programme. Learner Performance can also be attributed to the broad roll out of the scholar transport to the previously disadvantaged communities across the Mpumalanga Province. The province is fully committed to ensuring that all learners have full access to basic education and distance does not become a barrier to education.

#### 1.2.4 Learner Performance

Mpumalanga has successfully introduced the General Education and Training (GET) for grade R-9, focusing mainly on improving numeracy and literacy competency of grade R-6. Maths performance in grade 3, 6 and 9 has always been sluggish and to mitigate against this, the Province has established a fully-fledged Maths and Science Academy (MSTA) to equip both educators and learners with relevant skills. As part of ensuring access to basic education, Grade R intake has exponentially increased from 70% to 93% by 2018.

Between 1994 and 2003 grade twelve performances ranged between 40% and 50% with quite a sizeable number of learners unable to receive bachelor passes. In 2004 to 2010 a slight improvement was observed with a fluctuating performance ranging from 50% to 60%. There has been significant progress attained as a result of the development of institution-based Service Delivery

Improvement Plans implemented by the department of education. This has resulted in grade 12 results improving substantially to 79%. The graph below provides the progress made on matriculation pass rate from 1994 to 2019.

The Mpumalanga Province has since 1994 shown a consistent improvement in the matric pass rate with a slight decline in 2009 to 47.9%. The consistent improvement in the matric results can be attributed to the number of decisions and structural adjustments made on infrastructure development, teacher development programme, parents' involvement (SGB), scholar transport and the school nutrition programme. The shared vision and value on education as one of the 5 key strategic interventions, continue to receive high priority in the Mpumalanga Province. The various interventions made over the years since the lowest matric results the province received, have consistently yielded positive and incremental result for period of ten years.

##### 1.2.4.1 Bachelor Passes

The pass rate for university entrance has been exceptionally low since 1994, hovering between 10, 95 and 12, 7% until 2007. A significant progress has been attained since then reaching a high of 29% in 2018 and the low of 15, 7 in 2010 which is consistent with the upward matric pass rate. The Mpumalanga Province has moved from the bottom of the curve in its basic education performance to be among the best performing and improved provinces from 1994 to 2019.

#### **1.2.4.2 Drop-out**

The schooling system needs to address the drop-out rates from Grades 9 to 12 which have increased significantly since 2010. The dropout rate in grade 2 has increased from 6,2% to 9,81%, grade 9 registered a drop out of 6,31% in 2018 whilst a huge dropout rate has been recorded in grade 11 in 2018, standing at 14,2%. The annual increase in the dropout rate has adverse effects in the quality of performance in grade 12. Therefore, a mechanism to mitigate this conundrum is urgently required. Working closely with other departments, especially Social Development is critical in understanding how the socio-economic status of learners impede their progress and lead to dropping out of school.

#### **1.2.4.3 Maths, Science and Technology**

Mpumalanga has made huge strides in increasing the number of learners who take up Mathematics and Physical Science in Grade 10. In this regard, the number of learners has increased from 38 533 learners for Mathematics and 32 597 learners for Physical Sciences in 2014 to 53 812 learners taking up Mathematics and 45 806 learners taking physical science in 2019.

The Province has established the OR Tambo Mathematics, Science and Technology Academy to assist in improving learner performance and teacher competence in these gateway subjects through the up-skilling of teachers as well as broadcasting lessons to the 101 Secondary Schools that are linked to the academy. The academy has four sub-hubs (1 per education district) to provide support to both the MSTA Secondary Schools and the 492 primary schools which are feeder schools.

In aid of the Maths and Science subject prioritisation, additional Basic Resources such as Science and computer laboratories and equipment have been provided to the identified 101 secondary schools. Additionally, 492 feeder schools have been provided with interactive smart boards in order to foster a 21<sup>st</sup> century learning environment in the classroom. Our vision is to enhance and increase the quality and number of mathematics /science learners in the province in order to be scientifically competitive.

#### **1.2.5 Teacher Development**

Since 2005, over 32 000 educators have received short courses and upgrading of their qualifications covering a range of content and subject specific areas ranging from B.Ed. Honours degrees and school management courses through to Maths, Science, Language and ECD focused programmes.

Partnerships with the private sector have yielded positive results by assisting in equipping 12 District Teacher Development Centres with ICT equipment to bring them to minimum functionality. The teacher development programme has since 1994 to 2019

trained 163,149 teachers on pedagogical content, knowledge across all learning areas.

#### **1.2.6 Educational Facilities**

Over the last 25 years at least 1 075 new educational facilities were provided and registered in the Province. Of the 1 075 facilities, 862 facilities (80%) were public facilities. The 528 public schools provided constituted 30% of the public schools currently registered in the Province. A total of 235 and 200 quintiles 1 and 2 schools respectively were registered in this period. This is 85% of the ordinary schools constructed and registered.

Between 1994 and 2004, Mpumalanga completed 1 342 projects delivering, inter alia, 3 419 classrooms, 590 renovated schools, 237 special rooms, 183 admission blocks, 5 246 toilets, fencing at 67 schools, water connections at 39 schools and electrical connections at 50 schools.

In 2005/06 the Province finalised the process of updating the School Register of Needs, linked to the Geographic Information System.

In 2010, Mpumalanga targeted to eradicate 253 inappropriate and unsafe structures and to date 247 inappropriate and unsafe structures have been replaced. The remaining 6 schools were closed due to the merging of small and non-viable schools.

The Province in 2010 further adopted a boarding school strategy in rural areas in order to close small, non-viable farm schools and improve on the quality of education provision. This resulted in the successful construction and operationalization of 5 comprehensive boarding schools in Gert Sibande District. Moreover, the department is in the process of constructing another boarding school in Bohlabela which is currently at 81% completion.

Furthermore, 12 new schools and 21 replacement schools were constructed. In an effort to increase access to ECD education a total number of 47 schools were provided with ECD specialised classrooms.

One (1) new special school was constructed and operationalised in 2015 in order to increase access to education for learners living with disabilities, being the Tsakane special school in Bohlabela. To date a total of 7 special schools were upgraded to also increase access.

In the last seven years the Province has managed to maintain and renovate 283 dilapidated and storm damaged schools. Further to these 65 schools were upgraded in order to improve optimum functionality of the schools.

In order to ensure a conducive environment for teaching and learning 3 448 new classrooms have been provided from 2010 to date.

Unpredictable migration patterns resulting in urban sprawl and the growth of informal settlements have had a net effect of under-utilisation of existing infrastructure in certain areas such as farming communities and overcrowding in other areas. This has forced the Department to utilise mobile classrooms in order to not compromise teaching and learning.

In line with the implementation of the norms and standards for education infrastructure, the Province embarked on the basic services programme which dealt with provision, upgrading, refurbishment and maintenance of inadequate and inappropriate sanitation. This initiative also included the provision of services (water and electricity) where there was none. Thus far 723 schools have been provided with basic services. The supply of water and sanitation has benefitted 994 schools from previously disadvantaged communities and 194 with electricity. These milestones have contributed to improving the learning and teaching environment.

We will continue our endeavours to build new schools, maintain and renovate existing schools and build additional classes to ensure that the Mpumalanga province has enough capacity and access to basic education to all our learners. Our mandate is to ensure that the ordinary people have full access to education, and we remove all the barriers that prevent ordinary people to access basic education

### 1.3 Infrastructure Development Challenges

The scope of the current infrastructure backlog exceeds present and future budget allocations. Unpredictable migration patterns

resulting in urban sprawl and the growth of informal settlements have had a net effect of under-utilisation of existing infrastructure in certain areas such as farming communities and overcrowding in other areas. Many of our cities do not have enough schools to accommodate the influx of people into public schools and result in placement of children into private schools which are sometimes not affordable. The need to increase the number of schools and classrooms in the existing schools has been a challenge and outweighs the budgetary allocations

The lack of preventative maintenance for schools and facilities is a key cause contributing towards building dilapidation and renders infrastructure susceptible to increased damage during storms and the normal wear and tear. In line with the built environment standards, the department of public works should develop proper maintenance plan for all educational infrastructure to ensure a prolonged lifespan of the infrastructure. Vandalism of school infrastructure is a major problem across the province. A coherent approach with the communities is required to prevent the escalating vandalism of our school infrastructure.

Our rural and farm schools have major water and sanitation. The lack of water and sanitation poses a serious health and hygiene threat to the school community. There is still a need for water, sanitation and ablution facilities in some schools and innovative solutions must be investigated to provide basic services effectively and economically to schools in order to have safe hygienic schools. The lack of water is also aggravated by poor and lack of municipal infrastructure in most rural areas and lack of payment for services which is a national challenge.



## CHAPTER 2

### OUTCOME 2: A LONG AND HEALTHY LIFE FOR ALL SOUTH AFRICANS



## 2.1 Mpumalanga in 1994

"The mental, physical and social health of South Africans has been severely damaged by apartheid policies and their consequences. The health care and social services that have developed are grossly inefficient and inadequate. There are, by international standards, probably enough nurses, doctors, and hospital beds. South Africa spends R550 per capita per annum on health care. This is nearly 10 times what the World Bank estimates it should cost to provide basic public health services and essential clinical care for all, yet millions of our people are without such services or such care. Health services are fragmented, inefficient, and ineffective, and resources are grossly mismanaged and poorly distributed. The situation in rural areas is particularly bad" (RDP, 1994).

South African society was racially segregated before 27 April 1994. The apartheid government passed special laws and policies to enforce racial and gender inequality that affected access to health care services based on prejudice and discrimination. South Africa's health departments were divided into White, Indian, Coloured and Black. In addition, the provinces and homelands had separate health departments leading to great inequalities in access to health service. Racial discrimination and gender inequality affected people's health in many ways, such as preventable illness and death as well as mother and child mortality and morbidity due to limited access to health care. Social conditions such as limited employment opportunities and wage inequality for black women in particular affected affordability and access to health care.

The segregation of health services, unequal spending on health services, and failure of medical health bodies together with civil society to challenge the apartheid health system led to limited access to health care for the disadvantaged. The greatest proportion of health resources were allocated to the delivery of health care for the white minority in urban areas. It is imperative to reflect on the progress made within the health sector since the dawn of democracy and take stock of key achievements, challenges and areas that lessons can be drawn from the 25-year review and the progress made in transforming the fragmented health systems.

## 2.2 Developments since 1994

The First Democratic Parliament in 1995 appointed a National Health Legislation Review Committee, tasked with developing a comprehensive, development-orientated Public Health Act for South Africa. The work of the Committee promoted an active community participation in the formulation of legislation which ultimately became the bill of rights and specifically "the right of access to health care" as enshrined in section 27 of the Constitution of the Republic of South Africa, Act 106 of 1996.

There has been a range of committees established to make recommendations for the health sector reform since 1994, i.e. the

Health Care Finance Committee (1994), the Committee of Inquiry into a National Health Insurance (1995), the Taylor Committee of Inquiry into Comprehensive Social Security (2002) and more recently the Ministerial Advisory Committee on National Health Insurance (2009-2010).

In the year 2012, South Africa adopted a National Development Plan (NDP): A vision 2030 which aims to eliminate poverty and reduce inequality by 2030 and plan to further redefine promotion of health not only as a medical issue but to focus on social determinants of health, including promoting healthy behaviours and lifestyle. The plan brings clarity that health needs greater inter-sectoral and inter-ministerial collaboration.

The NDP seeks to outline a clear plan to achieve the Universal Health Insurance system in phases while bringing transformation in the reduction of cost for private medical care, supported by better human resources and health system strengthening.

In 2018, the National Assembly published two (2) health bills, being the Medical schemes Amendment Bill and the NHI Bill in realisation of the Universal Health coverage ideal through the implementation of the NHI. The introduction of the policy frameworks in the health sector is one way of ensuring the attainment of universal health for all the citizens of South Africa enshrined in the Bill of rights.

### 2.2.1 Transformation of Health System

#### 2.2.1.1 Access to Health Services

The above-mentioned pieces of draft legislations significantly contributed towards increasing access to health services to the citizens of Mpumalanga. Access is defined as availability, affordability and acceptability of health care. Services to the broad citizenry. To increase access to health care services, the Department has progressively endeavored to increase the platforms to render health services in the Province.

#### 2.2.1.2 Community Based Health Services

In responding to the NHI which seeks to promote primary health care as a key intervention to prevent and control the burden of diseases, the Province has to date established community-based structures that visit households and schools for health screening, referrals and promotion of a healthy lifestyle.

- 300 Home Based Care (HBC);
- 235 Ward Based PHC Outreach Teams (WBPHCOTs);
- 68 School Health Services Teams (SHSTs).
- Clinic Committees in all clinics



### 2.2.1.3 Mobile Clinics

Mpumalanga Province is mostly rural and there are many areas that are on the periphery, which do not meet the norm of establishing a fixed health facility. The Province is providing health care services through 81 adequately resourced mobile clinics (29 Ehlanzeni, 25 Gert Sibande and 27 Nkangala), covering 2 561 points (Ehlanzeni 984, Gert Sibande 1 116, Nkangala 461). The mobile clinics help to reach farm works across the province where there are no clinics closer to the farming communities.

### 2.2.1.4 Fixed Primary Health Care (PHC) Facilities (Clinics and Community Health Centres)

The Department has since 1994 progressively increased the number of PHC facilities. To date, 228 Clinics and 59 Community Health Centres (CHCs) are providing quality health care to the population of Mpumalanga and mostly the 88% of the beneficiaries are medically uninsured (Census, 2011). Mpumalanga Province has a total of 46/59 Community Health Centres (15/15 Ehlanzeni, 13/22 in Gert Sibande and 18/22 in Nkangala).

### 2.2.1.5 Hospital Services

The Province has improved its referral system since 1994. Patients are encouraged to visit the PHC before going to the hospital to minimize unintended hospitalization and overcrowding. There has been a robust refurbishment and improvement of dilapidated hospital infrastructure that was inherited in 1994. To date, 23 District Hospitals, 5 TB Specialized Hospitals, 3 Regional and 2 Tertiary Hospitals are rendering quality curative health care in the Province to ensure adequate access to specialized treatments and surgical procedures.

### 2.2.1.6 Private Hospital Licensing

The Department has, since 1994, established a system to increase health care coverage amongst the 12% insured population of Mpumalanga (Census, 2011). To date, 21 private hospitals have been licensed by the Department of Health and are providing quality health care. Our Private Hospitals play an important role in the provision of health care services and are a great supporting structure to our neighbouring countries too.

### 2.2.1.7 Infrastructure Delivery and Maintenance Programme

The Province has, in its efforts to increase coverage and access

to health care, implemented a health infrastructure delivery programme to build new hospitals and replace old and dilapidated facilities since 2009 and the following progress can be noted to date:

- Over R 6.55 billion has been invested in health infrastructure to ensure equitable access to health care facilities;
- Accommodation in 65 facilities constructed with staff accommodation;
- 5 Clinics are under construction (Oakley, Pankop, Msukaligwa, Vukuzakhe and Nhlazatshe 6);
- 2 Clinics (eThandukukhanya and Balfour CHCs) to be advertised and appoint Contractors during the first quarter 2019/20 FY;
- One Pharmaceutical Depot was constructed and as a result the Department was able to control procurement, warehousing and distribution of medicines to all health facilities;
- 3 new hospitals i.e. Tonga, Bongani TB & Piet Retief, were constructed to add to the 30 existing hospitals, which brings the total number of hospitals to 33;
- 6 Innovative Building Technology (IBT) structures constructed (Makoko, Jerusalem, Luphisi, Mpakeni, Sibange and Goromane) to give communities access to health care services. Using IBT technology to build facilities is cheaper and quicker to build than using brick and mortar;
- 4 Modern High-Tech hospitals (Mapulaneng, Middelburg, Mmametlhake and Bethal) are under construction and in different phases of completion;
- 12 hospitals are undergoing extensive repairs to resuscitate their deteriorating infrastructure conditions - Ermelo, Carolina, Impungwe, Amajuba, Tintswalo, Middelburg, Embhuleni, Matikwana, Witbank, Piet Retief, Themba and Bongani TB;
- KwaMhlanga, Tonga, Mmametlhake, HA Grove, Waterval Boven, Bernice Samuel and Tintswalo hospitals are undergoing minor repairs as part of the provincial strategy to refurbish the health infrastructure in the Province; and
- 93 PHC facilities were maintained (Day to Day), 51 at Ehlanzeni, 30 at Nkangala and 12 at Gert Sibande Districts from 2014 to June 2018.

## 2.2.2 Collaboration with Private Sector

The NDP correctly defines health as a collaborative responsibility that must be tackled by all stakeholders in government and the private sector to ensure that the Province has a healthy workforce

and active citizenry. The Mpumalanga province has received generous health facilities constructed and donated by the private sector to the Department of Health listed hereunder:

- Shatale Clinic: Parkhome in Bushbuckridge with a cost of R400 000 was constructed and donated to the Department in 2014;
- Ackerville Clinic in eMalahleni with a cost of R7 700 000 was constructed and donated to the Department in 2015;
- Embalenhle Extension 14 Clinic at Govan Mbeki with a cost of R8 000 000 was constructed and donated to the Department in 2016;
- Bhubezi CHC at Bushbuckridge was donated to the Department in 2016;
- National Department of Health donated 22 IBT structures with a cost of R52 373 357.75 in 2017;
- Senzangakhona Clinic in Matshiding with a cost of R7 000 000 was constructed and donated to the Department in 2017;
- KwaZamokuhle CHC in Steve Tshwete with a cost of R17 000 000 was constructed and donated to the Department in 2018;
- Renee Clinic in Mbombela (Barberton) with a cost of R13 500 000 was constructed and donated to the Department in 2018.

### 2.2.3 Life Expectancy

The NDP targets both average male and female life expectancy at birth to improve to 70 years by 2030. Mpumalanga's male and female life expectancy at birth was 53.1 years for males and 56.2 years for females for the period 2006 to 2011 and 56.9 years for males and 63.2 years for females for the period 2011 to 2016. According to the Mid-Year Population Survey Estimates 2018, the projection for the period 2016 to 2021 is that male life expectancy in Mpumalanga could increase to 61.1 years for males and 67.3 years for females (average of 64.2 years). This is attributable to the following key interventions among others:

### 2.2.4 HIV/Aids & TB

The prevalence of HIV in the Province increased from 12.2% in 1994 to a high of 17.3% in 2017 according to the HSRC report of 2017. There are currently 7.9 million people living with HIV in South Africa. The country has the largest ART programme in the world, which has undergone even more expansion in 2016, with the implementation of the Universal Test and Treat policy (UNAIDS,

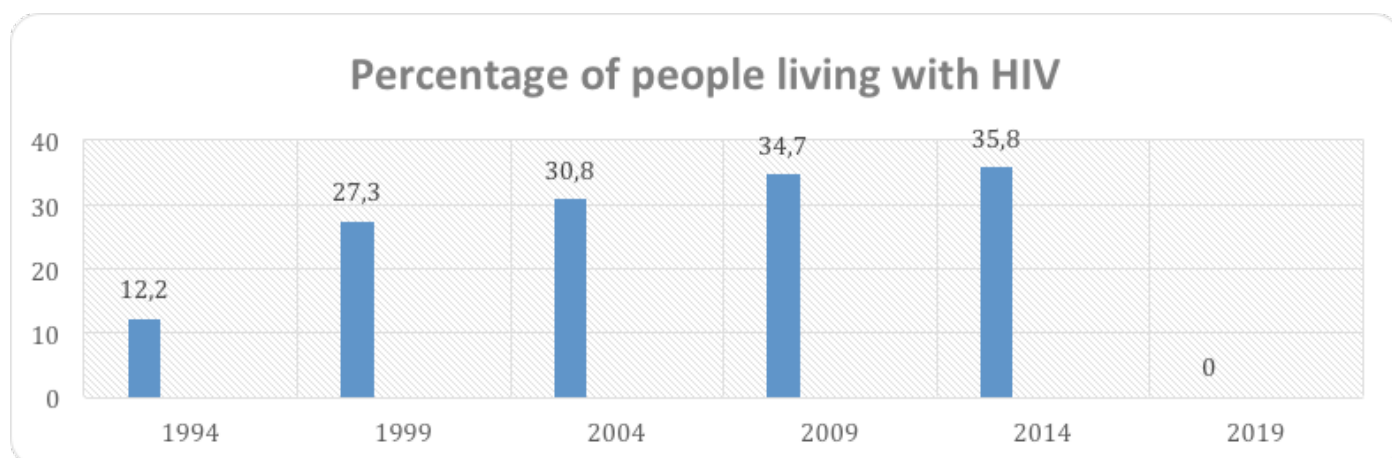
2017). The national HIV response is coordinated by the South African National AIDS Council. The Province needs to increase access to HIV and TB services to the key populations, such as the youth, young girls, sex workers, people with disabilities, lesbian, gay, bisexual, transgender and intersex (LGBTI) communities. The Province has taken the following initiatives to date on HIV/AIDS/TB:

- Pre-counselling increased from about 42 357 in 1994 to more than 170 827 in 2013;
- HTS service points increased from 100 to 320 health facilities and 12 non-medical sites in the Province in 2019;
- Nevirapine dose uptake to babies has increased from 62% in year 2004 to 101.8% in 2019;
- PMTCT services have increased from 2 health facilities in 2001 to 320 facilities in 2019;
- The vertical transmission rate has been reduced from 37.1% in year 2007 to 1.1% in 2019;
- The number of facilities offering ART services has increased from 9 in 2004 to 320 in 2019;
- 287 PHC facilities and 33 hospitals throughout the Province provide ART services;
- The total number of patients enrolled from the Central Chronic Medication Dispensing and Distribution (CCMDD) programme increased from 18 000 since its inception in February 2014 to 243 034 clients to date;
- The TB cure rate increased from 51, 8% (2005) to 87, 1% (2016). The defaulter rate has decreased from 10, 8% (2005) to 5, 2% (2016);
- The Province has established and launched the Mpumalanga Provincial AIDS Council, as well as District and Local AIDS Councils with the primary objective of coordinating a multi-sectorial response to HIV/AIDS, STIs and TB.

The available data provides a scenario of an upward trend in the prevalence of HIV/AIDS in Mpumalanga Province since 1994. The attributes to the increase in the number of cases is associated the increased ART uptake and increased life expectancy of patients. New cases are adding up on the existing cases that are on the ART programme. A more robust action plan on awareness and anti-retroviral programme must be intensified to flatten the curve of the HIV epidemic.

The Mpumalanga Province has responded to the HIV prevalence by developing its Mpumalanga Provincial Plan for HIV/AIDS and STIs 2017-2022. (Mpumalanga PIP). The Mpumalanga PIP is regarded as one of the outstanding plans as it has covers concrete implementation targets and has moved beyond broad general



**Fig 1: Percentage of people living with HIV**

**Source: Department of Health**

statements of intents to serious engagement with implementation plans. The Mpumalanga Province has taken a quantum leap in the intensification of the ARV treatment programme since 2008. The Department of health and other non-governmental organisations are at the forefront in ensuring that the HIV infections are and that more people living with HIV/AIDS are on the ARV treatment programme. 31 000 people died of HIV/AIDS in 2006 compared to 19 300 in 2018. The number of people living with HIV aids has increased to 700 000 which makes Mpumalanga the second most HIV/AIDS prevalent province after KwaZulu Natal. Mpumalanga has increased the number of people on ARV treatment tenfold to 470 000 in 2019 compared to 2008

TB continues to be a disease of major concern in South Africa and continue to kill more people every year. Its link to HIV mortality continues pose a health and life expectancy challenge to the government. The interrelation between HIV/AIDS and TB infections is one key challenge that the National Strategic Plan on HIV, STIs and TB. According to the TBFACTS Organisation; "There is more about the relationship between HIV and TB as well as being driven by HIV, the TB burden is also driven by poor living conditions and late presentation to health facilities".

An intensification of addressing the triple challenges of poverty, unemployment and inequality is therefore one of the fundamentals that the Mpumalanga Province must enhance to address the adverse impacts of these two epidemics. South Africa is a Signatory to the (WHO) End TB Strategy, Global Plan to End TB. "WHO End TB Strategy 2016 – 2035" that seeks to:

- To reduce TB deaths by 95%
- To cut new cases of TB by 90% between 2015 and 2035,
- To ensure that no family is burdened with catastrophic expenses due to TB

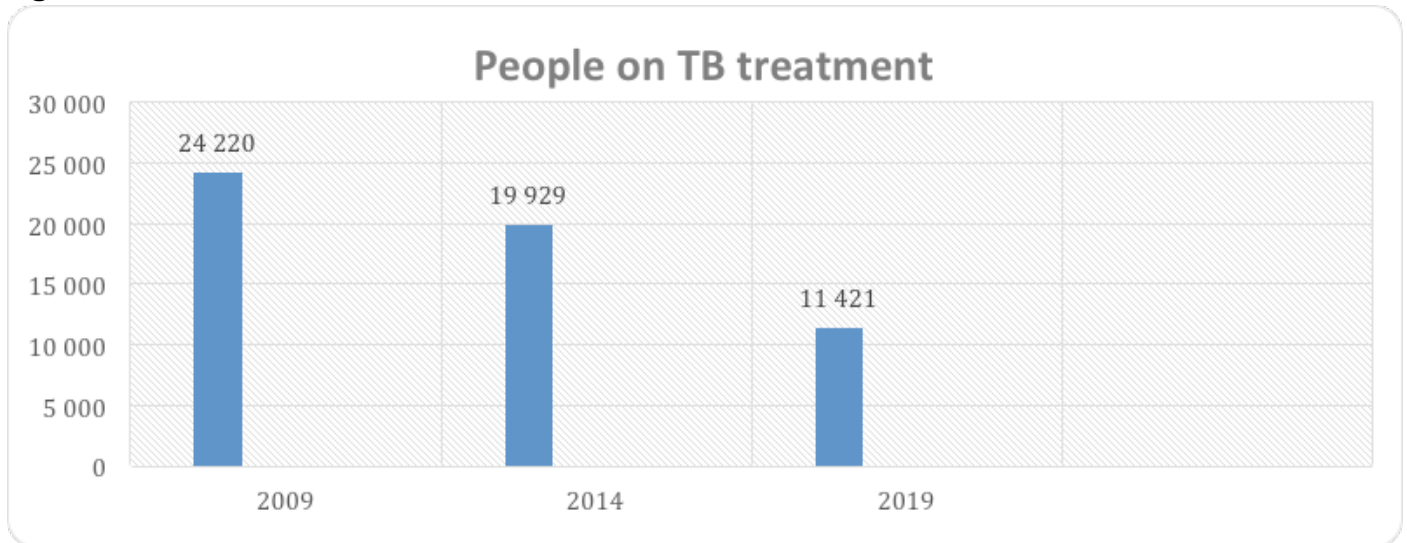
The Mpumalanga department of health will work closely with the National Department of Health to ensure the Global Strategy on End TB is implemented and sustained.

"Our TB provincial challenges to address the mortality and morbidity are linked to inaccessibility to TB treatment services due to TB drug stockouts, inadequate care provision and poor adherence to treatment. The Mpumalanga PIP has committed to the intensifying of TB testing at facility level to amplify TB case finding in areas where there is high prevalence of infections such as mining communities, correctional services etc. We will embark on a provincial drive to promote household symptoms screening, and the use of combination of Expert MTB/RIF and the culture test will be commenced with. Ward based awareness outreach teams will be dispatched to start TB positive patients on IPT (TB preventive therapy) and intensify TB track and trace contacts"

## 2.2.5 Reduction of Maternal & Child Mortality

- The number of cases of measles have reduced dramatically from 1 844 in 2010 to 6 in 2019;
- The proportion of children under 1 year old immunized against measles has improved from 78% (2005/06) 95.1% in 2018.
- The proportion of births attended by skilled personnel is cited at 80%, which is significantly higher than the (global) 53% rural and 84% urban births reported on by the UN.
- 75.3% of all pregnant mothers presented themselves at our clinics before 20 weeks' gestation, compared to 27% in 2006/07 Financial Year
- Maternal mortality rate is in a downward trend from 179.8

**Fig 2: TB Treatment 2009-2019**



**Source: Department of Health**

per 100 000 in 2008 to 97 per 100 000 in 2018/19 which is less than the targeted 145 per 100 000 live births.

- Cervical cancer screening has significantly increased from 1% (2005/06) to 90.34% in 2019.

Maternal mortality ratio remains high although it has substantially declined in the past few years. Numerous studies undertaken in South Africa on maternal mortality have not paid much attention to how the causes are distributed in different socio-demographic groups. Maternal mortality remains one of the challenges in the province just as per the national norm and focus must be paid on how the causes are distributed in relation to socio demographic distribution to enable proper planning and response. There has been an increase on the maternal mortality ratio in our facilities for the period 2014 to 2019. A concerted effort in the health sector requires intense review of the challenges resulting into the high number of maternal mortalities.

The total mortality for children under the age of five from Ehlanzeni District is 4083 between 2013 and 2016, it comprises of 54.6% resulting from still deaths, 23% resulting from early neo natal deaths, 4.4% resulting from late neonatal deaths, 3.7% under 5 years resulting from diarrheal deaths, 6.7% under 5years resulting from pneumonia deaths and 5.8% under 5 resulting from malnutrition deaths.

The mortality for children under the age of five from Gert Sibande District is 2241 between 2013 and 2016, it comprises of 53% resulting from still deaths, 23% resulting from early neo natal deaths, 2.9% resulting from late neonatal deaths, 6% under 5years resulting from diarrheal deaths, 6.7% under 5years resulting from pneumonia deaths and 8% under 5years resulting from

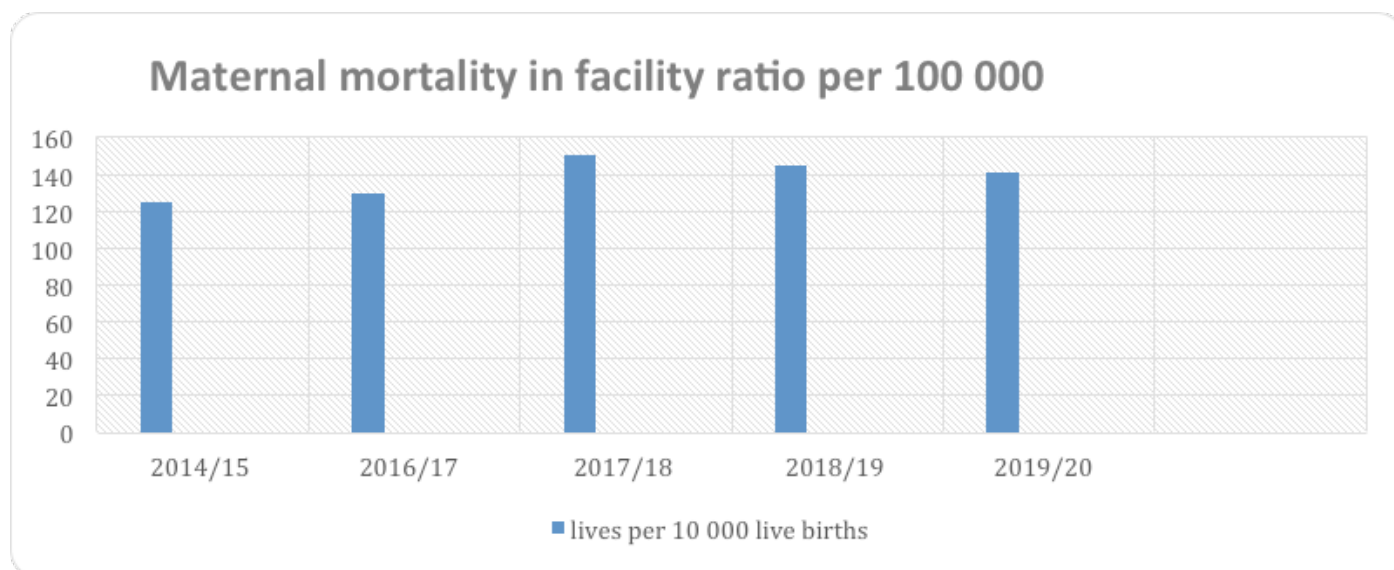
malnutrition deaths as.

The mortality for children under the age of five from Nkangala District is 2377 between 2013 and 2016, it comprises of 65% resulting from still deaths, 19.9% resulting from early neo natal deaths, 3.8% late neonatal deaths, 4% under 5years resulting from diarrheal deaths, 5% under 5years resulting from 4% resulting from pneumonia deaths and 4% under 5years resulting malnutrition deaths.

## 2.2.6 Inequality and inequity

Access and utilization of health care facilities remains a key challenge. South Africa as well as the Mpumalanga Province is not immune to this Southern Hemisphere challenge given that twenty-five years into democracy, our government continues to confront historical systems of spatial manipulation that generated inequities in healthcare access. While the Country has made significant strides advancing international norms and health care strategies to tilization health care, tilizati provision of primary care to increase healthcare access, the socio-economic conditions are far greater than the ability of government and its available resources to meet the needs of the populace.

From a health system perspective, inequalities refer to differences on access to quality health care across race groups. The internationally accepted definitions of health system equity, in relation to financing and utilization of health services, respectively, are that, payments towards funding of health services should be according to ability-to-pay (or income); and that the use of health services should be according to need. These definitions imply that an equitable health care system will have both income and risk cross-subsidies.

**Fig 3: Maternal mortality in facility ratio per 100 000**

Source: Department of Health

## 2.2.7 Health Care System Strengthening

Gert Sibande District in Mpumalanga Province was selected to be amongst the eleven Districts in the Country for piloting the District Service Package based on Primary Health Care (PHC) programme as part of the National Health Insurance introduced in 2012. The challenges on the successful rollout of the NHI remains the legislative environment, resistance by some in the private sector and internal institutional arrangement at national and provincial levels. The state of our infrastructure needs urgent and collective decision making on the investment needed to ensure that NHI rollout is a success through the public health system.

### 2.2.7.1 Ideal Clinic Realization and Maintenance Programme (ICRM)

The Ideal Clinic initiative which has now developed into Ideal Clinic Realization and Maintenance Programme (ICRM) was designed to address current deficiencies in the quality of PHC services. The ICRM is direct response and preparation for the realization of the NHI to ensure that public health facilities enhanced to become provider of choice and improve patient experience of care. The ICRM is defined as a clinic with good infrastructure, essential equipment, ICT, adequate staff, adequate medicine and supplies, good administrative processes and adequate clinical practices to ensure quality of health care provision to communities.

To date, the Province is progressively improving in the number of facilities that reached the ICRM status from 19/287 since its inception in 2015/16 to 96/287 in 2019, with a plan to reach 287 PHC facilities by 2020/21.

## 2.3 PHC re-engineering

As part of PHC reengineering, the following progress has been documented to date:

- The Province needs to establish 560 WBPHCOTs to cover all 402 wards. To date 235 teams have been established since 2013/14 covering 241/402 municipal wards and form part of Operation Vuka Sisebente (OVS) in all districts;
- 58/121 School Health Teams visiting schools to assess, identify and address health barriers to learning in schools; targeting Grades R, 1 and 8 in all public schools including special schools.
- The Province managed to establish District Clinical Specialist Teams in all districts though all the teams in all districts are incomplete due to the general shortage of specialists in the country;
- The non-availability of doctors in PHC facilities was identified as one of the contributory factors for patients to by-pass PHC facilities and flock to the hospitals. The contracting of General Practitioners for PHC facilities in Gert Sibande was implemented. There are currently 21 General Practitioners contracted at Gert Sibande Health District visiting 35 PHC facilities;
- Furthermore, the Department has contracted 300 non-profit organisations who are visiting households to provide health care services and this project has created work opportunities to 6 116 community-based health care workers.
- Primary health care remains option for making universal health accessible to all individuals and families in a community

irrespective of their economic status and conditions.

- Our challenge is to ensure that we have a functional, sustainable and socially acceptable PHC in Mpumalanga.

### 2.3.1 National Core Standards

The National Health Act, has established the Office of the Health Ombudsman called Office of Health Standard Compliance (OHSC), which among other things, has to protect the constitutional rights of access to quality health care, and enforce compliance by health establishments to the proposed standards. The minimum score set for all hospitals is 75% on the National Core Standards (NCS) assessment. To date the following categories of hospitals have achieved 75% and above on the National Core Standards self-assessment rate:

- 1/2 Tertiary hospitals;
- 2/3 Regional hospitals; and
- 10/23 District hospitals.

In addition, the Office of Health Standard Compliance monitors the following six Ministerial priorities that are aimed at improving quality health care, namely:

- Cleanliness of health facilities;
- Drug shortages;
- Safety and Security;
- Staff Attitude;
- Infection, Control and Prevention; and
- Waiting time.

### 2.3.2 Health Financing and Health care costs

The Mpumalanga Department of Health remains the second least funded Health Department in the Country with a reduced allocation from 28% in 2017/18 to 27% in 2018/19. However, the Department continues to advocate financial prudence, implementation of austerity measures and rollout of efficiency projects to reduce cost of health care to ensure that the limited budget allocation adequately responds to the needs of the population of Mpumalanga.

## 3.3 Challenges

- There are inadequate ambulances to respond to the community of Mpumalanga. The National Department of Health norms and standards requires that there should be 1 ambulance for every 10 000 population and currently the province operates 67; and
- There is no Emergency Management System with Call Taking and Dispatch modules making it difficult to measure response times accurately.
- There is a dire shortage of Intermediate and Advanced Life support qualified personnel. The failure to integrate Planned Patient Transport is placing a burden on Pre-hospital Services and resulting in inefficiencies. There is an urgent need to introduce the e-health management system in our clinics and hospitals to improve efficacy. The e-health management system will also help improve the ordering and dispatch of drugs at all levels.

## 3.4 Recommendations

- The Province must ensure that there is gradual acceleration in the provision of ambulances services to meet the national norms and standards as part of the vision 2030.
- The establishment of a fully equipped Emergency Service across the province is to ensure that the response time to emergencies is effectively managed.
- Recruitment and training of Intermediate and Advanced Life support personnel to lower the burden on hospitals resulting from pre-hospital services inefficiencies
- Accelerate the offering of primary health care services to most rural areas to curb the infant mortality rate especially for still born which is above 50% in all three districts of the province and reduce the spread of opportunistic communicable diseases.



## CHAPTER 3

### OUTCOME 3: ALL PEOPLE IN SOUTH AFRICA ARE AND FEEL SAFE



### 3.1 Mpumalanga in 1994

When the democratic government came into power in 1994 the levels of crime were of a serious concern. Crime prevention, dealing with crime and corruption was not well coordinated. The approach at that time was aimed more at combating rather than prevention.

"The defence force, the police and intelligence services must be firmly under civilian control, in the first place through the relevant civilian ministry answerable to parliament. These security forces must uphold the democratic constitution, they must be non-partisan, and they must be bound by clear codes of conduct." RDP 1994.

Mpumalanga was characterised by a fragmented, inequitable, racially segregated, predominantly a police state rather than a police service, characterized by the following:

- An efficiently and effectively functioning of the JCPS departments which broadly lacked integrity and legitimacy.
- Apartheid agencies had broad and ambiguous mandates and functions which were aimed mainly at bolstering an illegitimate and discredited system.
- High levels of crime, especially crimes against the black majority regarded as posing a threat to white supremacy and the safety and security of the white minority.

- Crimes that instilled fear among the citizenry and therefore rendered them unsafe, included crimes against the person like, murder and attempted murder, aggravated robberies committed in residential and non-residential premises, street robberies, sexual offences etc.
- The security forces were responsible for and orchestrated political violence directed at the black citizenry and mounted incessant incursions into neighbouring countries aimed at destabilising them and eliminating the liberation movements harboured there.

In February 2007, the Centre for the Study of Violence and Reconciliation was contracted by the South African government to carry out a study on the history and nature of crime in South Africa. The study concluded that the country has been exposed to high levels of violence as a result of different factors, including:

- The normalisation of violence: Violence is regarded necessary and a justified means of resolving conflict, and males believe that coercive sexual behaviour against women is legitimate.
- The reliance on a criminal justice system that is mired in many issues, including inefficiency and corruption.
- A subculture of violence and criminality, ranging from individual criminals who rape or rob to informal groups or more formalised gangs. Those involved in the subculture are engaged in criminal careers and commonly use firearms, with the exception of Cape Town where knife violence is more





prevalent. Credibility within this subculture is related to the readiness to resort to extreme violence.

- The vulnerability of young people linked to inadequate child rearing and poor youth socialisation. As a result of poverty, unstable living arrangements and being brought up with inconsistent and uncaring parenting, some South African children are exposed to risk factors which enhance the chances that they will become involved in criminality and violence; and
- High levels of inequality, poverty, unemployment, social exclusion, and marginalisation.

### 3.2 Developments since 1994

#### 3.2.1 Reducing Overall Levels of Serious and Violent Crimes

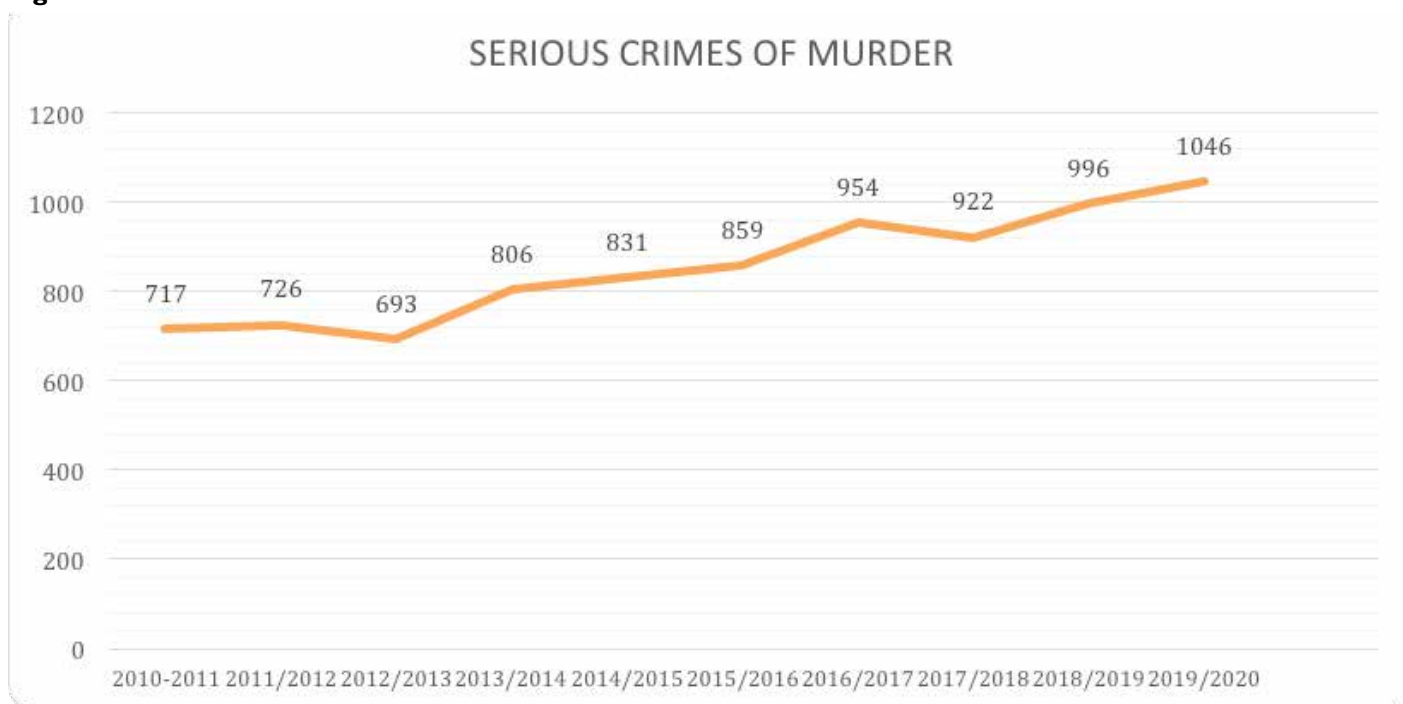
Crime is a very detrimental attribute to the welfare and stability of any community. Outcome three of the National Review seeks to provide all South Africans and its visitors with a feeling of safety.

The table below provides the crime statistics over the past 10 years in the Mpumalanga Province

#### Crime statistics overview in the past 10 years in the Mpumalanga Province

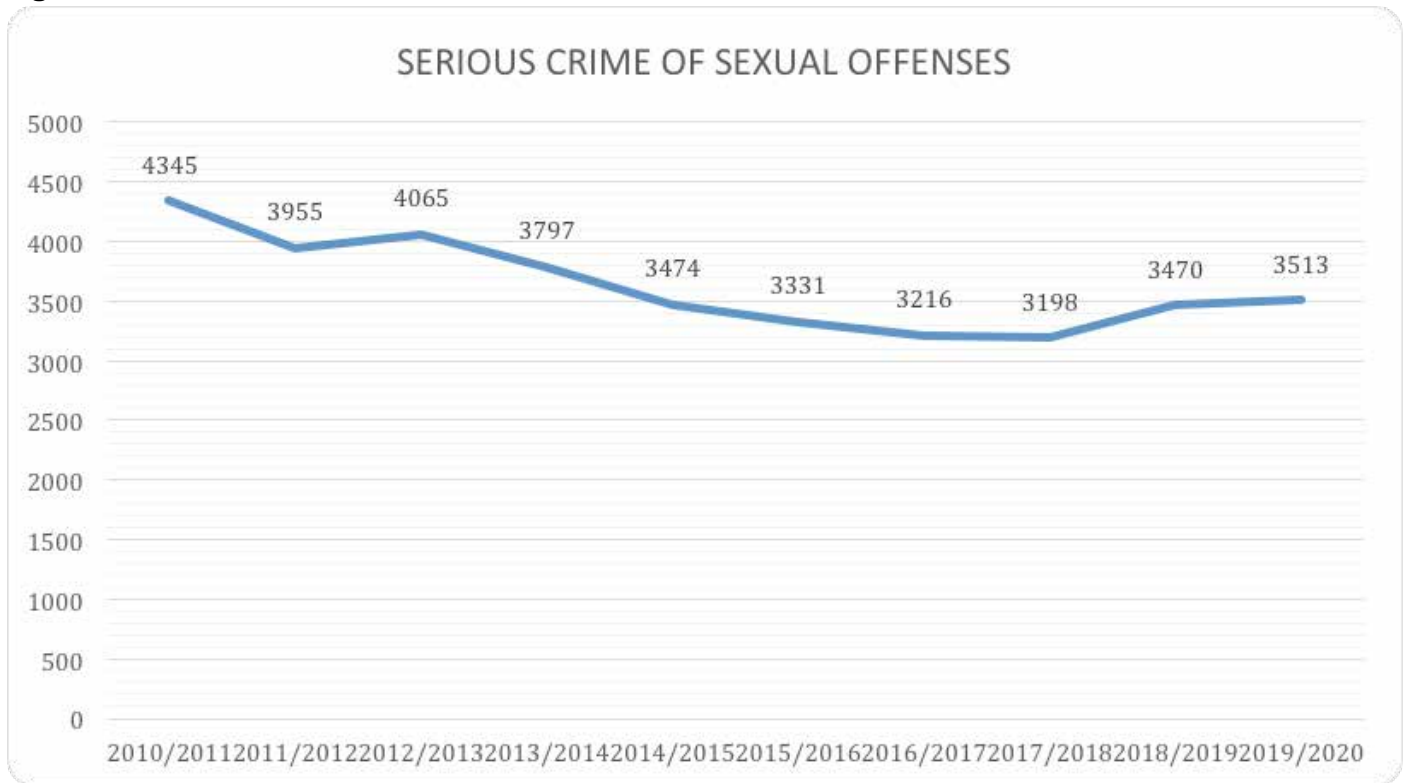


**Fig 1: Serious crimes of murder**



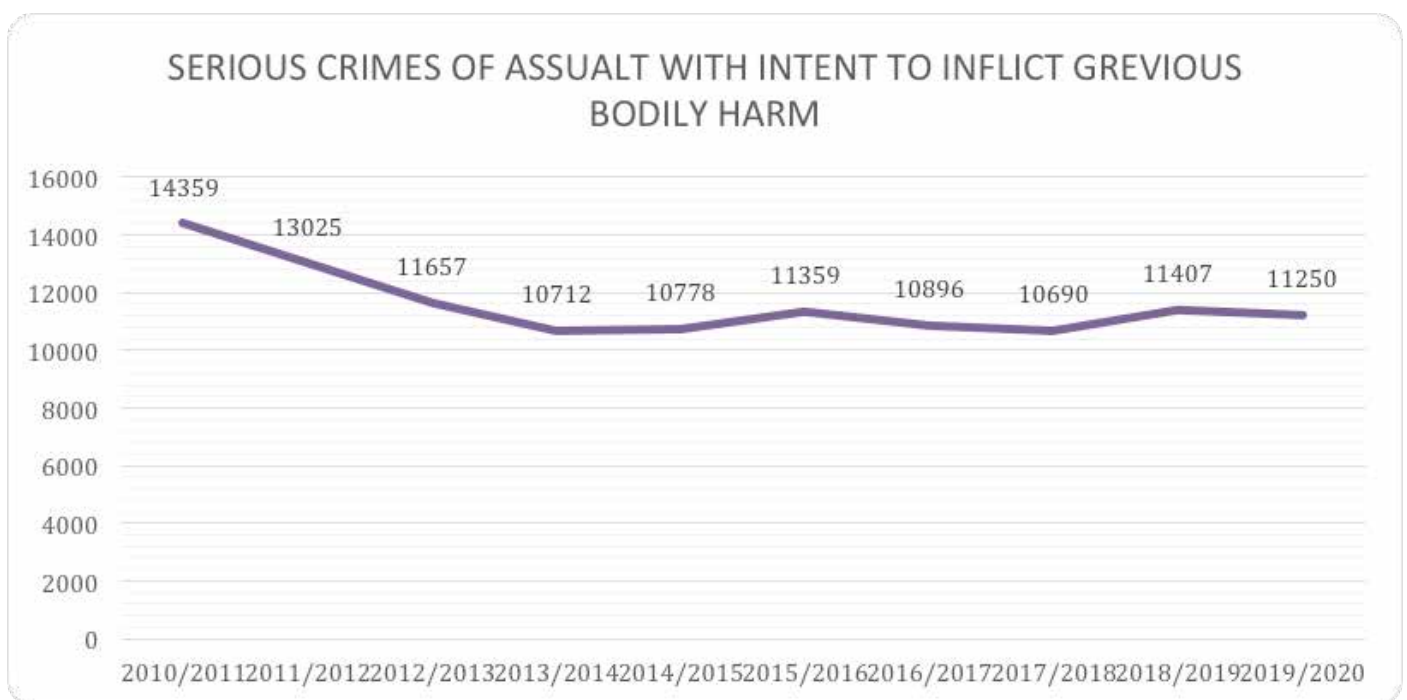
**Source: SAPS CRIME STATISTICS**

**Fig 2: serious crimes of Sexual offenses**



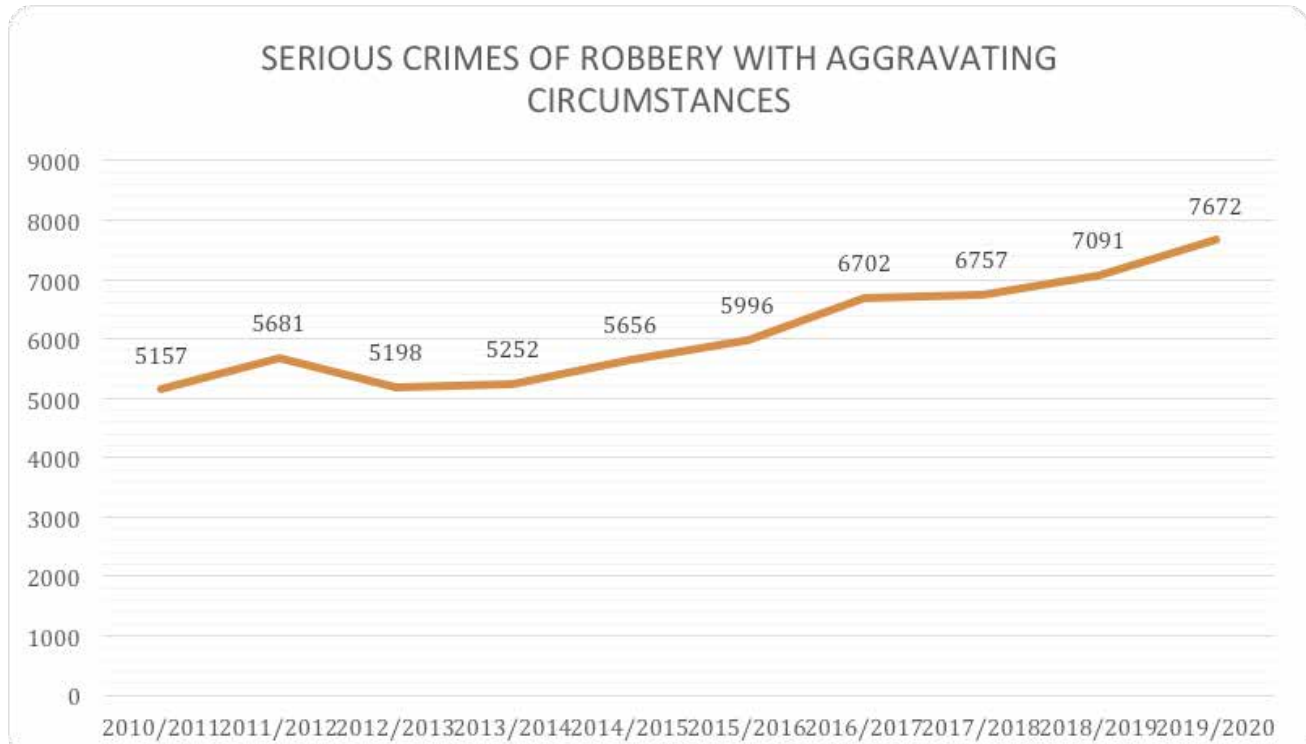
**Source: SAPS CRIME STATISTICS**

**Fig 3: Serious crimes of Assault with intent to inflict grievous bodily harm**



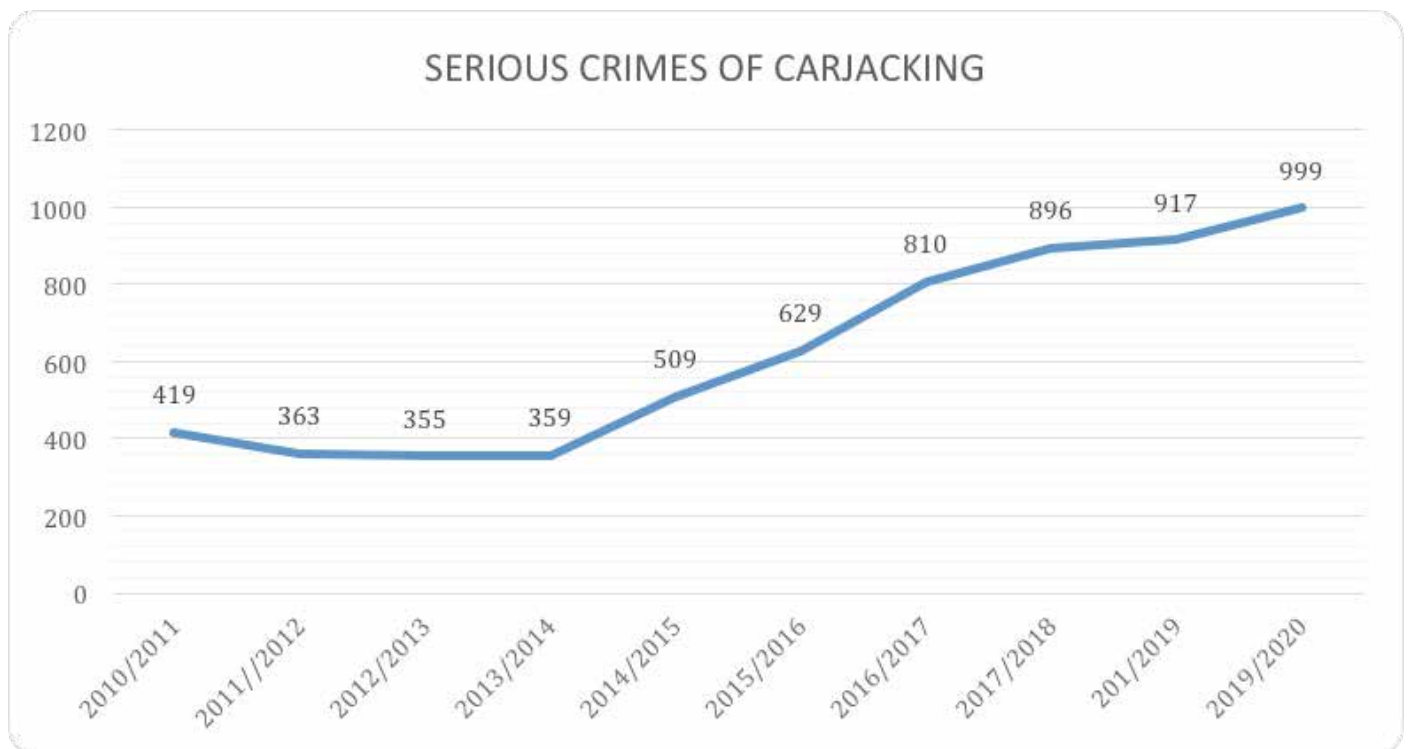
**Source: SAPS CRIME STATISTICS**

**Figure 4: Robbery with aggravating circumstances**



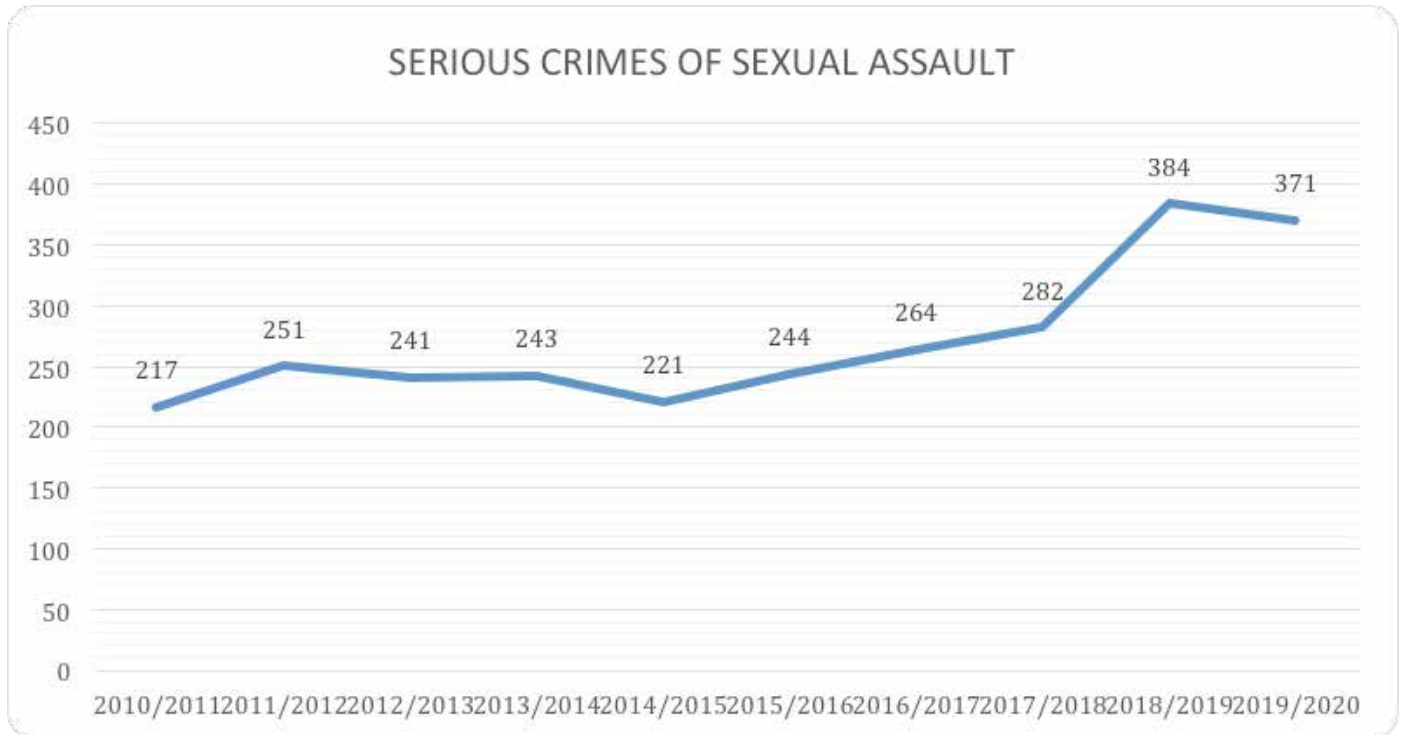
Source: SAPS CRIME STATISTICS

**Fig 5: Serious crimes of Carjacking**



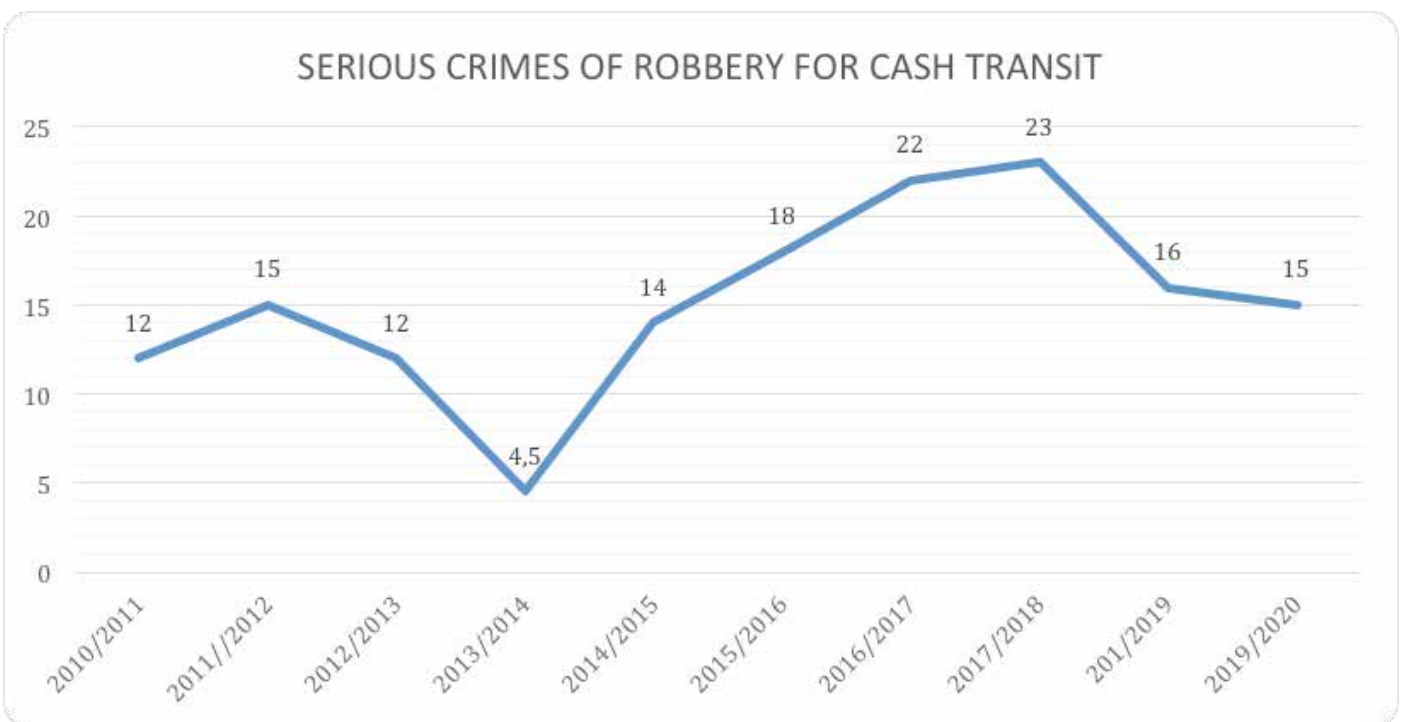
Source: SAPS CRIME STATISTICS

**Fig 6: Serious Crimes of Sexual Assault**

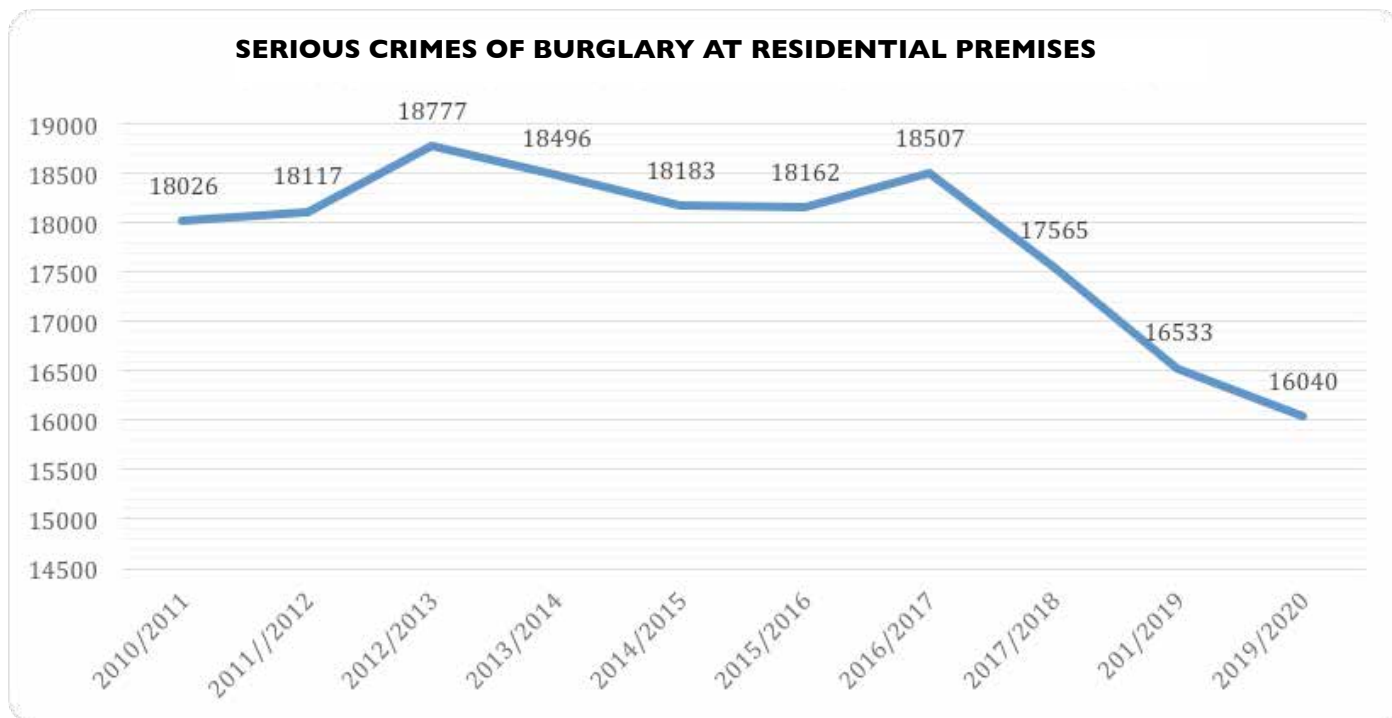


Source: SAPS CRIME STATISTICS

**Fig 7: Serious crimes of Robbery for Cash Transit**



Source: SAPS CRIME STATISTICS

**Figure 8: Serious crimes of burglary at residential premises**

**Source: SAPS Crimes Statistics**

There has been a constant increase in some of the priority crimes over the past ten years, murder by 5%, sexual offences by 1.2%, attempted murder by 1.7%, common assaults 2.7%, common robberies by 8% and Robberies with aggravating circumstances by 2.1%. A decrease in assaults with intent to inflict grievously body harm by 1.4% and common assaults by 0.6% over the ten years period from 2009 to 2019.

There is evidence that the Mpumalanga Provincial Government is making an impact on the crime situation as serious crime levels continue to stabilise. Mpumalanga has recorded 32 646 total crimes during the 2017/18 financial year, which can be broken down as follows:

- In 1994/95 Mpumalanga recorded 999 murders and in 2017/18 this number has been reduced to 922;
- The total number of sexual crimes in the Province in 1994/95 stood at 2 577, and this number has increased dramatically to 3 198 in 2017/18.
- Attempted murders totalled 1 317 in 1994/95 and stands at 897 according to the 2017/18 SAPS crime statistics.
- In 1994/95 assault (GBH) figures stood at 13 824 and in 2017/18 this has been reduced slightly to 10 690.
- Robbery with aggravating circumstances is increasing; in 1994/95 recorded incidents numbered 3788 and this figure has reached 6 757 in 2017/18.
- Burglary at residential premises has increased by 155% over

this period from 13 959 to 35 716.

- The incidence of stock theft has dropped from 5 226 cases in 1994/95 to 3 135 in 2017/18.

To address the levels of crime and corruption in the country, government adopted the National Crime Prevention Strategy (NCPS) which is an integrated, coherent, and cohesive approach involving all stakeholders in the fight against crime.

The NCPS was localized to the provincial level resulting in the development and adoption of the Provincial Crime Prevention Framework (PCPF). To enhance implementation of the PCPF the Provincial Crime Prevention Strategy was also developed.

Corruption was identified as a problem in the Province especially within the police service, registering authorities and both the private and public licensing environment. Fraudulently issued licenses and vehicle roadworthy certificates increased at an alarming rate. There were also incidences of the disappearance of crime dockets and non-registration of reported crimes. Internal control systems were instituted at both police stations and licensing and registration stations by implementing the Investigation CASE Docket Management System (ICDMS) and computerized licensing systems. The ICDMS has been deployed in 58 police stations in Mpumalanga.

Through investigations some of the fraudulently acquired licenses

and vehicle certificates were cancelled and criminal charges brought against the perpetrators.

The Province mobilized both internal and external stakeholders in the fight against crime and corruption. Through educational awareness campaigns the Department played a role in ensuring that crime levels are being brought down. The Department mobilized communities neighboring the Mozambique-Swaziland borders to discourage aiding criminals smuggling goods into or out of the country. Memoranda of Understanding to this effect were signed with both Swaziland and Mozambique to assist in the fight against transnational crimes. The fight against the smuggling of illicit goods has ensured that the country is able to collect taxes due for the development of the country.

The establishment of partnership structures has improved public confidence judging by the level of community participation in crime and road accident fighting initiatives. The Department is engaging the community through Izimbizo and road safety education campaigns to prevent crime and promote road safety.

Programmes such as Sivuthumlilo, Operation Crackdown, Overall Friday and Sekwanele Bopha were some of the initiatives developed and targeted at preventing crime and road accidents. These operations assisted to act as a deterrent against lawlessness.

Due to the monitoring and evaluation of policing, and subsequent needs identification by the Department, the following police stations were built as a means of providing accessible police services to communities and improving provincial policing **infrastructure**:

**Table 1: Police Stations Built during the reporting period.**

Gert Sibande Region	Nkangala	Ehlanzeni
Emzinoni	Witbank/eMalahleni	Pienaar
Hendrina	Vosman	Hazyview
Volksrust	Tweefontein	Mbuzini
Hartebeeskop		KaMhlushwa
Wakkerstroom		
Morgenzon		

Mpumalanga has an exceptionally large farming community where farms are not always well known, or the exact location is not always noticeably clear to the police and members of the public. A project was initiated by police stations and the Department to mark the farms within their station areas. Each farm was given a unique number for identification purposes.

Community Police Fora play an important role in mobilizing people against crime and bridging the communication gap between communities and police services. The Province has 86

CPF structures from the 86 police stations were put in place throughout the Province. Training to develop capacity of CPFs was provided in all police stations, and a SWOT analysis of the precinct was conducted, which resulted in the development of a community safety plan with SAPS, facilitation of conflict management and dispute resolution. By 2018/19 the SAPS Human Resource Capacity stood at 11 844.

#### Future Strategic Directions

In line with the NDP and Mpumalanga's Vision 2030 Strategic Implementation Framework, the Province should continue to support the orientation of the police services towards community policing. Attention should be paid to under resourced rural crime priorities such as stock theft and the effectiveness of Community Policing Forums should be prioritised.



### 3.2.2 Traffic Management

The Department of Community Safety, Security and Liaison is the custodian of traffic management. We have over the reporting period as part of our mission sort to improve community and road traffic safety through mass tilization, oversee the performance of the police, and provide security services. In the past 25 years, Mpumalanga has achieved the following in traffic management:

- Improved coordination and provision of accessible traffic management services to the public;
- Six (6) new cost centres were established and maintained adding to the existing twenty-three (23) cost centres totaling 29 cost centres in the Province; and
- Driver licensing and vehicle registration services were brought to the doorstep of our communities including previously disadvantaged areas.

The Department is operating 20 weigh bridges within the operational jurisdiction of six (6) traffic control centres. These weigh bridges are established and deployed mostly in the N4 corridor and some key national and provincial roads such as N11, N17, R38, R546, and R573. This effort has assisted with the protection and maintenance of the road infrastructure.

The Traffic Intervention Unit (TIU) was established to deal with traffic law infringements on highway and “killer routes”. The so called “killer routes” refer to the routes that are contributing to the high level of road accidents characterized by speed infringement and drivers under the influence of liquor. The TIU intensified the fight against road carnage in line with the objectives of the “Decade of Action for Road Safety”.

In 1994 there were approximately 120 traffic officers monitoring a Provincial road network of 14 500 km. The Department undertook a massive recruitment process to improve capacity that resulted in the recruitment of a further 800 new police officers. The recruitment process contributed to job creation opportunities in the Province and skills development amongst the youth.

A Highway Patrol Unit was also established since 1994. The task of the unit is to respond to hijackings and armed robberies, aid the public, assist with traffic control, and escort security companies transferring money and patrol pensioner's pay points. The Unit has a significant track record in arresting perpetrators of serious and less serious crimes ranging from assault to murder and armed robbery.

### 3.2.3 LOAD CONTROL CENTRES

Overloaded vehicles cause extensive damage to roads infrastructure every year. Overloading has an impact and compromises road safety and escalates road maintenance costs. According to TRAC

N4, survey conducted along the N4 Maputo Corridor Toll Route during the early stages of the concession contract, it was found that more than 33% of the vehicles using the N4 are overloaded. The installation of the Load Control Centres (Weigh Bridges) was introduced to reduce and manage overloading.

TRAC N4 is working with the Department to manage weigh bridges. The introduction of the LCC's (Weigh Bridges) has significantly reduced the overloading on our roads and has saved millions of Rands in maintenance costs. Over 10-million vehicles have been weighed since the introduction of the LCC's (Weigh Bridges). Overloading has been significantly reduced on the N4 Toll Route. Of vehicles weighed at the LCC's on the South African section of the route, 21% of the average daily heavy vehicle traffic are overloaded and less than 2% of these are illegally (above the grace limit) overloaded.

- Overloaded vehicles cause damage to the road surface by a factor that grows exponentially as the load increases on a national road.
- Damage to roads as a result of overloading leads to higher maintenance and repair costs and shortens the life of a road. This places an additional burden on the state as well as law abiding road users who ultimately carry the costs of inconsiderate over loaders.
- Overloaded vehicles pose a threat to road safety. Overloaded vehicles require longer distances to brake, generate high centrifugal forces in corners and shifting loads or loss of tyre grip becomes an instant safety risk. Overloaded vehicles have a reduced tyre life, an increased risk of blow-outs and reduce the driver's control over the vehicle, escalating the chances for an accident to occur.

**There are 20 weighbridges in Mpumalanga, spread across the three District Municipalities,**

- Badplaas R38
- Ermelo N 2
- KwaMhlanga R573
- Komatipoort N4
- Malalane N 4
- Middelburg R104
- Middelburg N4 (Westbound)
- Middelburg N4 (Eastbound)
- Machadodorp N4 (Westbound)
- Machadodorp N4 (Eastbound)
- Middelburg/Hendrina Road
- Middelburg/Bethal Road
- Kinross N17
- Van Dyksdrift on the Middelburg/Van Dyksdrift Road
- Wonderhoek on the Middelburg/Stoffberg Road
- Wonderfontein on the N4 towards Belfast

- Loskop Dam on the Middelburg/Loskopdam Road
- Hendrina (close to Hendrina town)
- Stoffberg (close to Stoffberg town)
- Sasol Secunda

### 3.3 Challenges

- Serious crimes such as murder, Robberies with aggravating circumstances, carjacking, sexual assaults and CIT are posing a challenge on the safety and security of the residents.
- Inadequate police stations to service the rural and township populations
- Inadequate police officers to service the community according to the norms and standards
- Road crashes are causing social and economic hardships

- Overloading is damaging and reducing the road infrastructure life expectancy.

### 3.4 Recommendations

- Deployment of experienced and specialised police officials to deal with serious crimes such as murder, robberies with aggravating circumstances, carjacking, sexual assaults and CIT
- Increase the number of police and satellite police stations across the province to ensure easy access to service.
- Continuous working with the national police office to ensure adequate recruitment of police officials
- Strengthening road safety awareness, education and law enforcement to minimise road crashes.





## CHAPTER 4

### OUTCOME 4: DECENT EMPLOYMENT THROUGH INCLUSIVE GROWTH



## 4.1 Mpumalanga in 1994

The 1994 democratic government inherited a country characterised by a population with low educational and skill levels, fragmented education and training system designed to perpetuate apartheid policies, hence it was unequal and parts of it dysfunctional (RDP, 1994).

The post school education and training were fragmented “along racial and ethnic lines and saturated with racist and sexist ideology” (RDP, 1994). In 1994, the official unemployment rate stood at 20%, affecting as many as 24.7% of Africans compared to 3% of Whites. Of the 10 million people in South Africa who had no education, about 8.5 million (85%) were Africans.

The Province's and the Country's economies were characterised by structural economic challenges resulted in high unemployment, poverty and inequality (RDP, 1994); lack of financial and productive assets for majority of households as a result of lack of direct business ownership for black people, and no access to industrial sites, retail sites and credit for black entrepreneurs; poor apartheid spatial planning which placed the black majority on the outskirts of major cities and economic hubs thereby limiting them from accessing economic opportunities; highly concentrated economic sectors which created an environment for anti-competitive behaviour; extreme inequalities in education and skills development for black people as a result of the Bantu education system; and an economy in crisis shaped by apartheid policies, and to some extent the impact of the economic sanctions as well as the dependence on mining exports (RDP 1994).

### 4.1.1 The Post-Apartheid Economy of Mpumalanga

The labour market lies at the centre of the poverty-inequality-growth nexus in Mpumalanga. The provincial labour market continues to experience high levels of unemployment and discouraged workers as well as low level of participation and absorption rates. The pace of economic growth over the past five years has been exceptionally low and has also fallen behind emerging and developing economies growth rates. Hence, the economy has failed to create jobs at the pace necessary to reduce extremely high unemployment. These attributes have contributed to high levels of poverty and inequitable distribution of income. At the end of the fourth quarter 2014, the official unemployment rate in Mpumalanga increased to 33.6 per cent and the expanded unemployment rate was 43.8 per cent.

The Mpumalanga economy faces a number of structural constraints that impact on its ability to generate growth and support employment creation. The economy has been growing below its long-term potential growth rate of at least 5% since the

global financial meltdown in 2008/9. Mpumalanga's annual gross domestic product (GDP) growth declined in 2009 (-1.7%) mainly due to the global financial meltdown. The average annual GDP growth between 2009 and 2014 was 2.4 per cent which is below the 5 per cent economic growth target in the Mpumalanga Vision 2030 and MEGDP. In order to achieve an unemployment rate of 16.4 per cent planned in the 2014–19 Medium Term Strategic Framework “MTSF” and Mpumalanga Vision 2030 target of 6 per cent in 2030, would require an economic growth rate of at least 5% per annum.

## 4.2 Developments since 1994

Even though Mpumalanga Province has made progress to bridge the gaps created by decades of poverty, inequality and unemployment, much more needs to be done to achieve the social and economic development towards an inclusive growth. To ensure a successful economic development and to address the triple challenges of poverty, inequality and unemployment, Mpumalanga's own development strategies, it is essential to utilize the specific progress made to date, rectify the relevant shortcomings, and build on lessons learnt in pursuit of the set of targets for sustainable economic development. Our contributions to employment and inclusive growth are essential in ensuring that South Africa meets its Agenda 2030 (NDP) targets and the Sustainable Development Goals (UNDP).

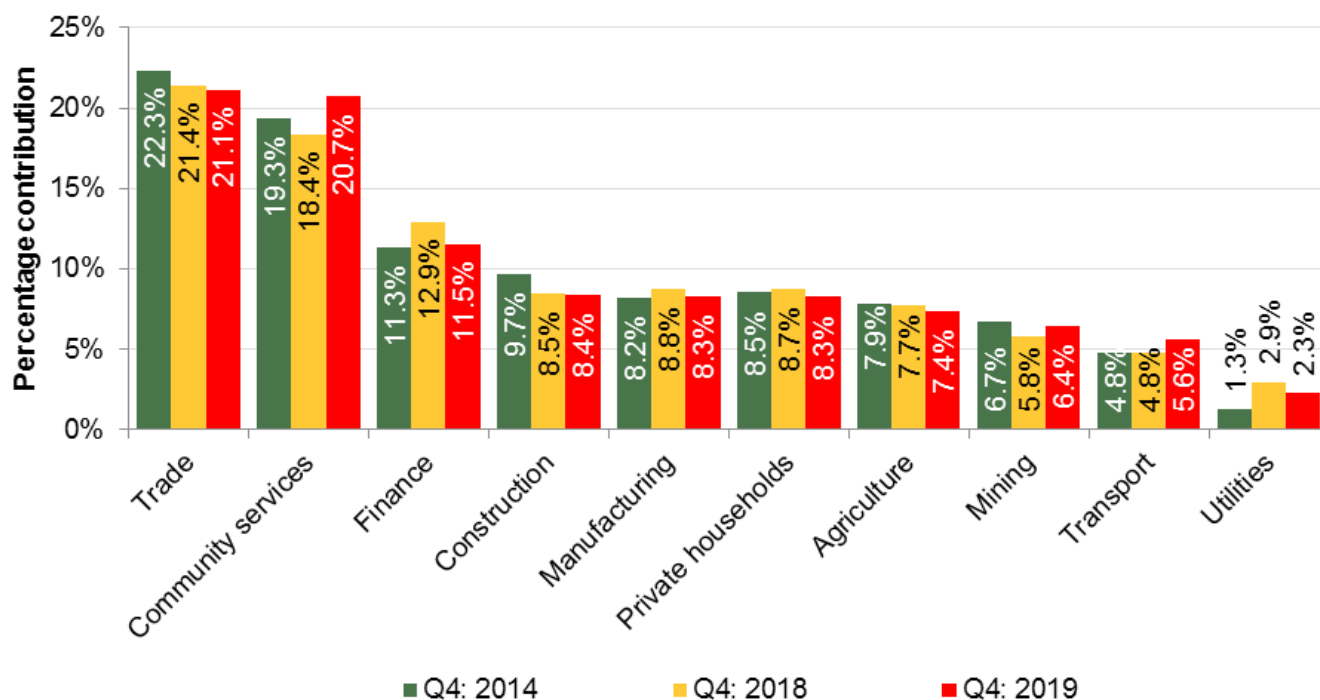
### 4.2.1 Employment and Unemployment

Given the complexity of national development, the NDP sets out six interlinked priorities. While the achievement of the objectives of the NDP requires progress on a broad front, three priorities stand out:

- Raising employment through faster economic growth;
- Improving the quality of education, skills development and innovation, and
- Building the capability of the state to play a developmental and transforming role.

A sustainable increase in employment would require a faster-growing economy and the removal of structural impediments, such as poor-quality education. It is also essential to achieve higher rates of investment and competitiveness and expanding production and exports. Business, labour, communities and government will need to work together to achieve faster economic growth.

The number of employed persons in Mpumalanga increased from 617 000 in 1996 to 969 771 in 2011, an increase of 352 771 or

**Figure 1: Employment by industry in**

**Source: Statistics South Africa – QLFS, 2020**

some 3.1% annually.

The provincial labour force of around 1.87 million individuals was 40 859 more at the end of the fourth quarter 2019 than at the end of the fourth quarter 2018. The number of employed (1 244 458) at the end of the fourth quarter 2019 was 925 less than at the end of the fourth quarter 2018. Over a 5 year period from the end of the fourth quarter 2014 to the end of the fourth quarter 2019, the number of employed increased by 106 425.

The labour absorption rate decreased/deteriorated from 42.6% at the end of the fourth quarter 2018 to 41.9% in 2019, whilst the labour force participation rate improved by 0.4 percentage points to 63.1% over the same period.

The national labour market gained 1 100 657 jobs over the past five years (2014-2019). In total in this period, Mpumalanga recorded 106 425 more jobs, which was the fifth highest increase in employment numbers of the 9 provinces. Total employment in Mpumalanga constituted 7.6% of employment in the country at the end of the fourth quarter 2019, which was fractionally higher than the 2014 share of 7.4%.

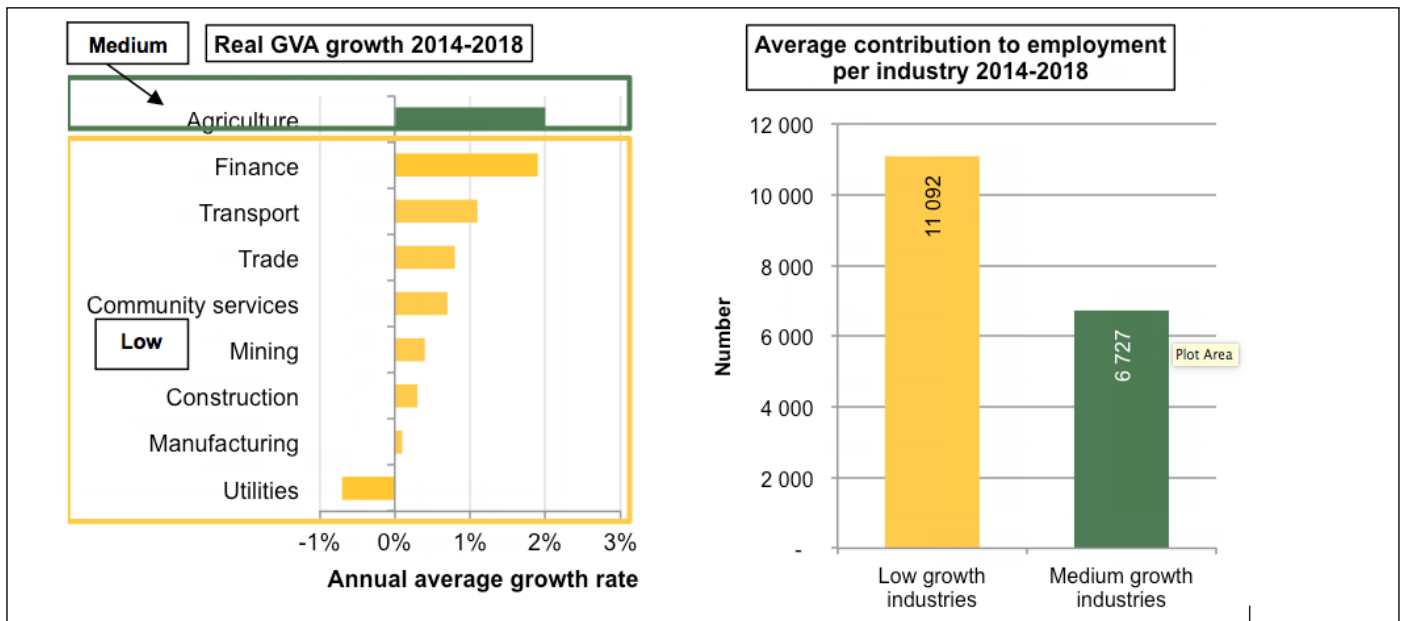
At the end of the fourth quarter 2019, the majority of Mpumalanga's employed was males with 722 812 individuals or 58.1% of the provincial total number of employees. The remainder (41.9%) of

the employed at the end of the fourth quarter 2019 was females. The youth of working age (15-34 years) made up 38.2% of the total number of employed at the end of the fourth quarter 2019. Africans/Blacks dominated employment in Mpumalanga with a share of 92.0% of the provincial employment number.

In terms of the provincial employment industries, only construction (-5 447) recorded a lower employment level than five years earlier. Community services (37 694) recorded the highest gain in job numbers followed by transport (15 262). Utilities (14.6%) registered the fastest average annual growth over the 5-year period, whereas job numbers in construction declined by 1.0% on an average annual basis.

Figure 1 depicts employment by industry in Mpumalanga in the fourth quarters of 2014, 2018 and 2019, respectively. Trade employed the largest share of individuals in the province with 21.1% at the end of the fourth quarter 2019. This was lower than five years earlier in 2014 (22.3%). The community services industry (20.7%) was the second largest employer. Utilities was the smallest industry throughout while transport was the second smallest employing industry. Over the course of the last year, community services recorded the largest percentage point increase and finance the largest percentage point decrease. Over the course of the 5-year period, construction recorded the largest



**Figure 2: Real GDP at basic prices (constant 2010 prices) growth and contribution to employment changes**


**Sources: Statistics South Africa – GDP, 2020  
Statistics South Africa – QLFS, 2020**

percentage point decline and community services the largest percentage point increase.

Figure 2 depicts the real growth per industry over the period 2014 to 2018 in the left-hand diagram and the contribution to changes in employment numbers over the same period in the right-hand diagram. Over the 4-year period agriculture the highest average annual growth rates, whereas utilities recorded the lowest.

In 2018, some 95 463 more people were employed by the nine industries in Mpumalanga than in 2014. In the right hand diagram of Figure 2, it is observable that the medium growth industry (economic growth above 2% per annum) recorded 6 727 more employees in 2018 than in 2014. The eight low growth industries (economic growth of less than 2% per annum) recorded, on average, 11 092 more employees per industry.

Between 2009 and 2018, provincial employment has been rising steadily whereas economic output has not kept up with employment. Mpumalanga's employment elasticity over the period 2009-2018 was 1.64. In other words, on average over the 9 year period, every 1% of real economic growth in the province's economy translated into a 1.64% increase in employment in the economy.

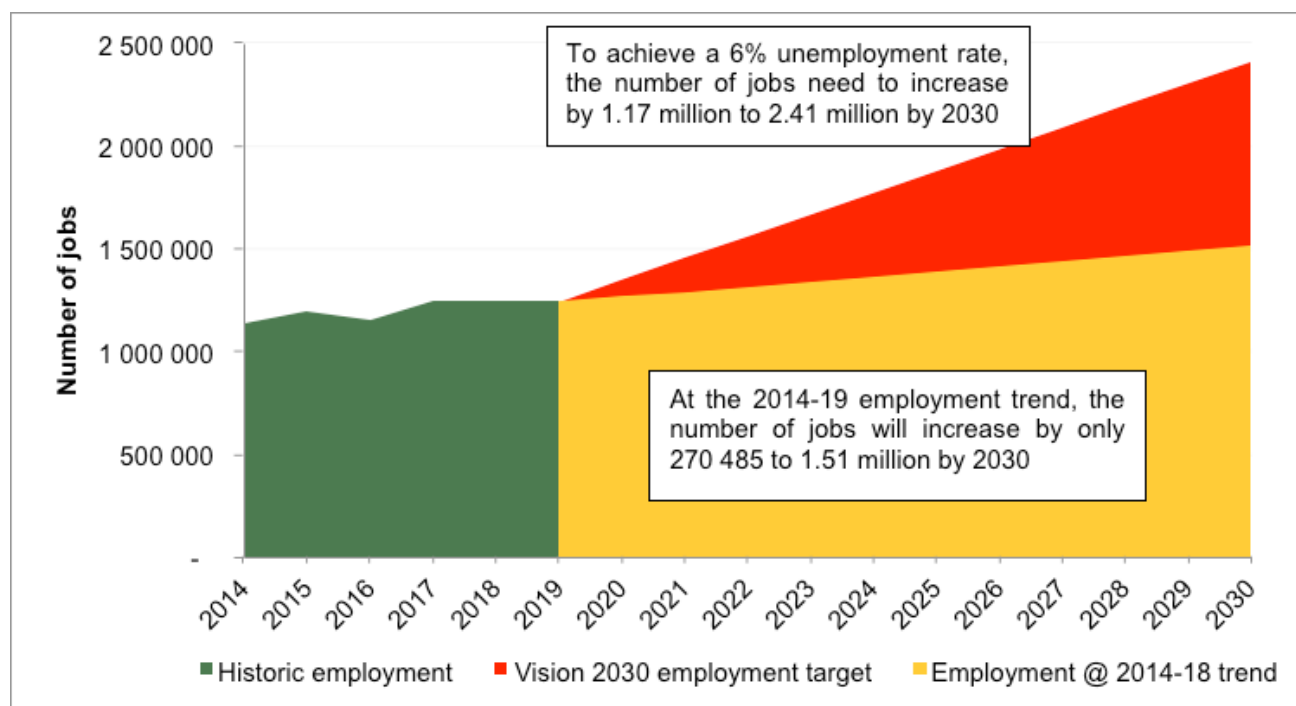
Finance recorded the highest employment elasticity of 3.01 over the period 2009 to 2018. Therefore, on average over the 9 year

period, every 1% of real economic growth in finance translated into a 3.01% increase in employment in the industry.

The provincial occupational profile is skewed towards semi-skilled and unskilled occupations. The share of skilled occupations (managers, professionals and technicians) was 16.3% in the fourth quarter of 2019, which was lower than the 17.9% share five years earlier. The share of semi-skilled occupations increased from 48.9% to 50.9% in the same period. The combined share of elementary occupations and domestic workers (unskilled occupations) was 32.9% at the end of the fourth quarter 2019, marginally higher than the share of five years earlier (33.2%).

At the end of the fourth quarter of 2019, 33.4% of the employed in Mpumalanga indicated that they have completed their secondary education. Those that have not completed their secondary education made up 34.1%, whereas 19.3% of the employed completed some post matric education. Five years earlier, less of the employed indicated that they have obtained a qualification higher than matric (17.3%). It is apparent that in total, 13.2% of the employed have not completed any level of schooling higher than primary at the end of the fourth quarter 2019.

In Mpumalanga, individuals with no schooling (88.1%) registered the highest/best employment rate at the end of the fourth quarter 2019, followed by those with completed tertiary education

**Figure 3: Mpumalanga employment numbers and employment target, 2014-2030**

**Source: Statistics South Africa – QLFS, 2020 & calculations based thereon**

(82.0%). The lowest/worst employment rate was recorded among individuals with incomplete secondary education (61.0%). Between 2014 and 2019, the employment rate in Mpumalanga of individuals with all levels of schooling decreased/deteriorated.

The NDP targets a decline in the national unemployment rate to 6.0% by 2030. Similarly, the Provincial Vision 2030 targets a decline in the provincial unemployment rate to 6.0% by 2030. In order to reach the unemployment rate target by 2030, it was calculated in 2013 that some 1.1 million new, sustainable jobs have to be created between 2013 and 2030. A recalculation based on the fourth quarter 2019 employment data was done in 2020. The result of the recalculation was that approximately 1.17 million sustainable jobs must still be created between 2020 and 2030 to reach the desired unemployment rate.

The updated number of 1.17 million jobs equates to more or less 106 266 jobs per annum or an annual average employment growth of 6.2% per annum. Based on historical employment numbers and the required employment growth in Mpumalanga, it is evident that an employment growth of 1.8% per annum (the average annual employment growth between 2014 and 2019), will not be sufficient to reach the employment target of 2.41 million jobs by 2030.

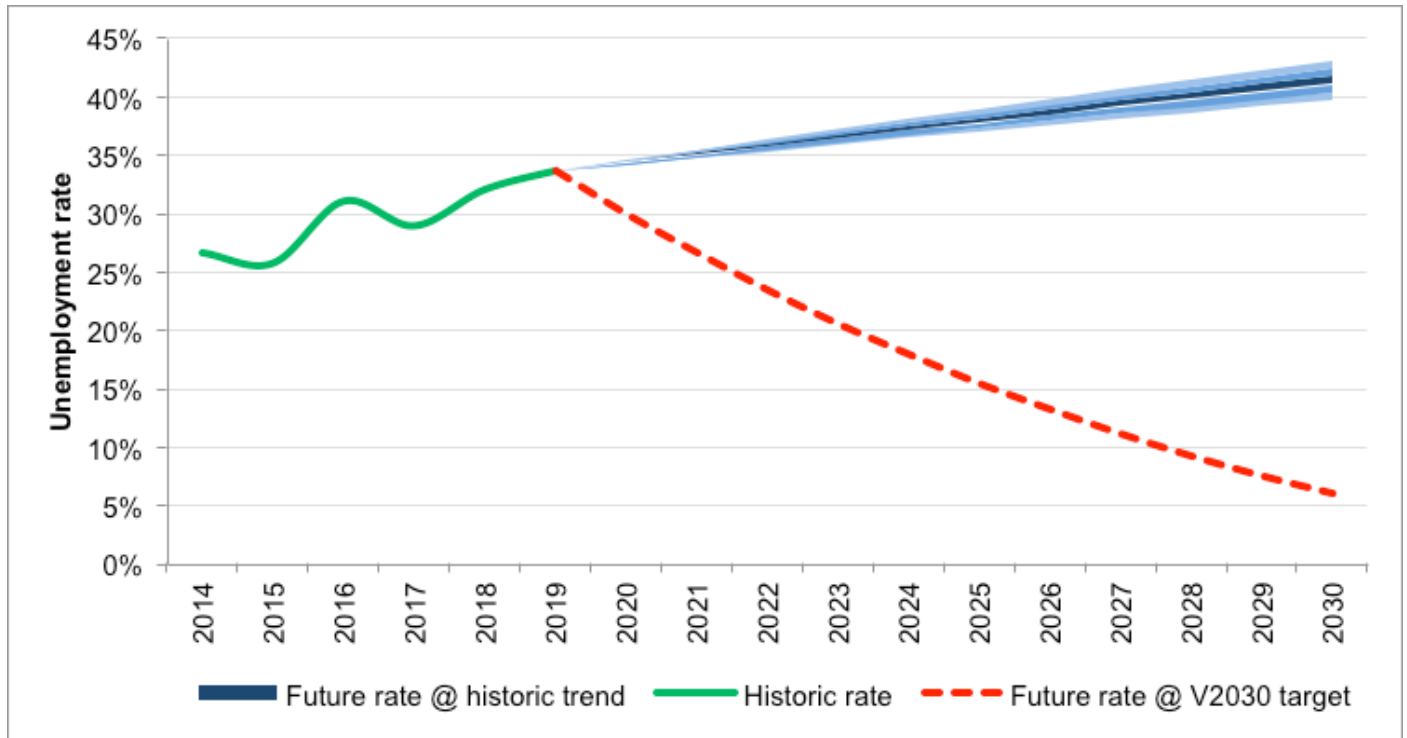
To increase employment, Mpumalanga needs better its educational outcomes, a healthier population, better located and maintained

infrastructure, a sound social safety net, a capable state, lower levels of corruption and a fast growing, labour absorbing economy of at least 5% per annum. The necessary conditions for faster growth and employment must be created through microeconomic reforms that lower the costs of business, competitive and equitable wage structures, up-skilling of the labour force and the effective unblocking of constraints to investment in specific sectors. Sustainable support to the SMME sector has proven to be the best employment sector globally and Mpumalanga needs to focus and channel resources to small business development and financial support.

### Unemployment

According to Census 2011, the unemployment rate in Mpumalanga was 34.8% in 1996. By 2001, the unemployment rate increased/ worsened to 43.1% after which it declined to 31.6% in 2011. The number of unemployed persons also increased from 329 025 in 1996 to 448 126 in 2011, an increase of 119 101 or some 2.1% annually.

According to Statistics South Africa's QLFS, the unemployment rate in Mpumalanga was 26.6% at the end of the fourth quarter 2014 and it increased to 33.6% at the end of the fourth quarter 2019. This was higher than the national average, which was recorded at 29.1% at the end of the fourth quarter 2019. Mpumalanga, recorded the third highest unemployment rate among the nine

**Figure 4: Mpumalanga's unemployment rate and unemployment rate**


Source: Statistics South Africa – QLFS, 2020 & calculations based thereon

provinces. Mpumalanga was one of seven provinces where the unemployment rate at the end of the fourth quarter 2019 was higher than at the start of the 5-year period. The unemployment rate according to the expanded definition increased to 43.8% in 2019.

The number of unemployed increased by 41 783 to 628 822 between the end of the fourth quarter 2018 and the end of the fourth quarter 2019. The number of discouraged work seekers increased by 52 042 over the last 12 months. Over a 5-year period from the end of the fourth quarter 2014 to the end of the fourth quarter 2019, the number of unemployed increased by 216 919 and the number of discouraged work seekers decreased by 11 840.

Females contributed 50.5% to the number of unemployed and males 49.5%. The youth (15-34 years) added 66.5% to the total number of unemployed in the province, which was lower than the share at the end of the fourth quarter 2014 (73.5%). The age cohort of 20-24 years represented the most populous age cohort with 166 297 individuals or some 26.4% of the provincial unemployed at the end of the fourth quarter 2019.

At the end of the fourth quarter 2019, the unemployment rate of males (30.1%) was lower than the female unemployment rate of 37.8%. The unemployment rate of youth of working age (15-34 years) in Mpumalanga was 46.8%, whilst the unemployment

rate of adults (35-64 years) was only 21.5%. The female youth unemployment rate was very high at 54.6%, compared with the male youth unemployment rate of 40.9%. African/Blacks recorded an unemployment rate of 35.1% - the highest in Mpumalanga, followed by Coloureds with an unemployment rate of 31.7%. The provincial unemployment rate of Whites was 7.8% at the end of the fourth quarter 2019.

The Mpumalanga Vision 2030 target unemployment rate for Mpumalanga is 6% by 2030. A significant unemployment rate sub target is a reduction to 20.0% by 2020. If 1.17 million jobs are to be created up to 2030, the unemployment rate should, in all probability, drop to 6%. If jobs, however, are to be created at a similar rate than over the past 5 years (only 1.8% growth per annum), the unemployment rate should in all probability be even higher than the current rate by 2030.

The incidence of long-term unemployment (1 year and longer) in Mpumalanga increased marginally between the fourth quarter 2014 and the fourth quarter 2019. The share of the unemployed in Mpumalanga that indicated they were unemployed in excess of 12 months, increased marginally from 69.5% to 69.6%. The incidence of long term unemployment was highest among females in both 2014 and 2019. Both the number of males and females in long-term unemployment increased, between 2014 and 2019. The

**Table 1: Historic and forecasted GDP at market prices growth rates for South Africa and provinces, 1995-2024**

Province	1995-2018	1995-1999	1999-2004	2004-2009	2009-2014	2014-2018	2019-2024
Western Cape	3.0%	2.3%	4.3%	4.1%	2.8%	1.1%	-0.4%
Eastern Cape	2.3%	1.8%	2.8%	3.5%	2.2%	0.7%	-0.5%
Northern Cape	1.9%	2.9%	1.4%	1.9%	2.6%	0.8%	-1.0%
Free State	1.6%	0.9%	2.0%	2.3%	2.3%	0.2%	-0.6%
KwaZulu-Natal	2.8%	2.0%	3.7%	3.9%	3.0%	1.0%	-0.5%
North West	1.3%	1.3%	2.0%	2.0%	0.5%	0.8%	0.2%
Gauteng	3.0%	2.1%	4.2%	4.0%	3.0%	1.1%	-0.1%
Mpumalanga	<b>2.2%</b>	<b>3.0%</b>	<b>2.4%</b>	<b>2.5%</b>	<b>2.4%</b>	<b>0.6%</b>	<b>0.3%</b>
Limpopo	2.4%	3.2%	3.3%	2.5%	2.0%	1.0%	0.2%
South Africa	<b>2.7%</b>	<b>2.4%</b>	<b>3.6%</b>	<b>3.5%</b>	<b>2.6%</b>	<b>0.9%</b>	<b>-0.2%</b>

**Sources: Statistics South Africa – GDP, 2020 (Historic growth) IHS Markit – ReX, July 2020 (Future growth)**

youth cohort contributed 65.9% to the number of unemployed that has been struggling to secure employment for more than 12 months.

At the end of the fourth quarter 2019, some 43.1% of the unemployed in Mpumalanga indicated that they have not completed their secondary education. It is apparent from the data that 9.4% unemployed has not completed any level higher than primary education. Particularly worrying is the fact that 39.7% of the unemployed completed secondary education and 8.4% a qualification higher than matric.

#### 4.2.2 Economy

It is estimated that in 2018 (latest official figure of Statistics South Africa), Mpumalanga contributed some R366.8 billion in current prices or some 7.5% to the GDP of South Africa. Converted to constant 2010 prices, Mpumalanga's contribution was R227.6 billion. Mpumalanga's contribution in constant 2010 prices was the fifth largest among the nine provinces. Mpumalanga's contribution decreased from 8.1% in 1995 to 7.2% in 2018, and was marginally larger than the economy of Limpopo.

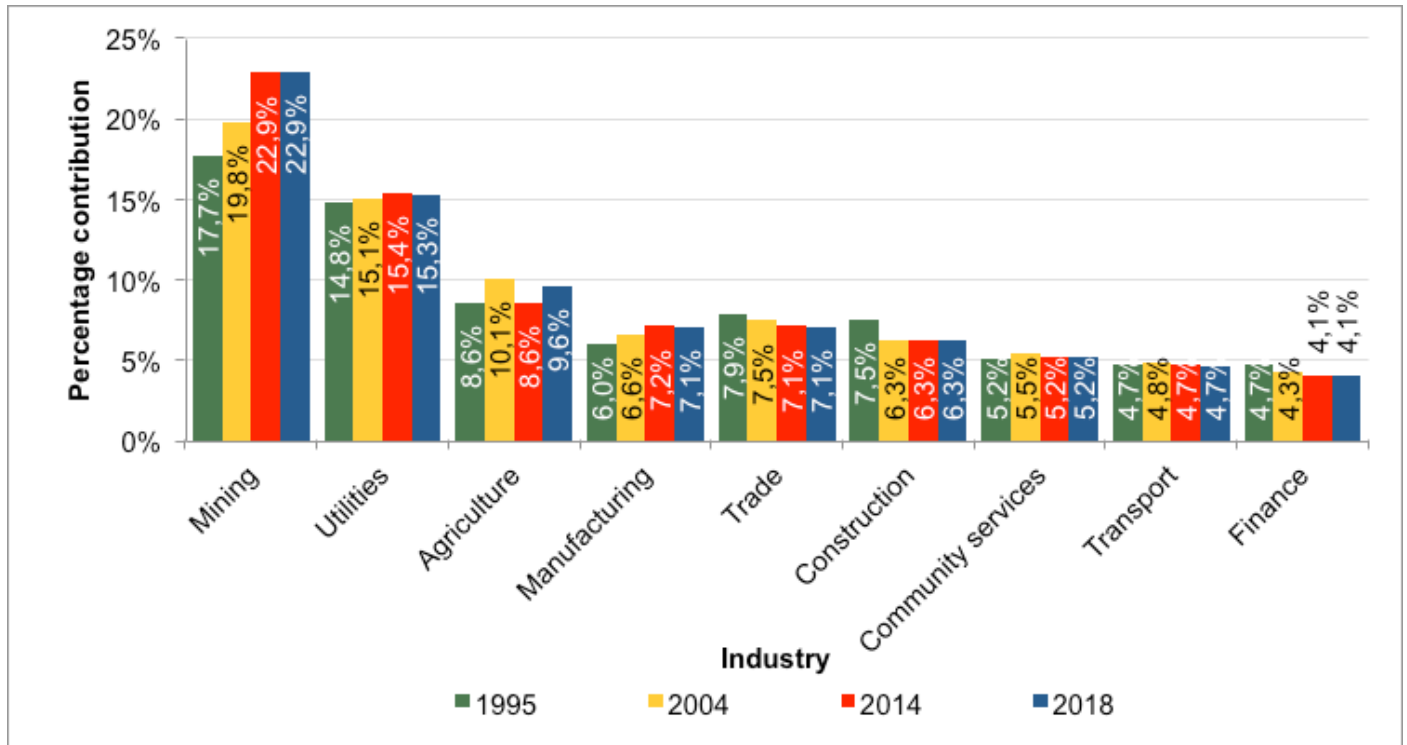
At the start of the period under review, particularly 1996, 1997 and 1999, the economic growth of the province, as measured by growth in the GDP, was higher than the national rate. However, since then the provincial economy has outperformed the national economy in terms of GDP growth only in 2009, 2014 and 2017. The average annual growth rate for the country and Mpumalanga over the period 1995 to 2018 was 2.7% and 2.2%, respectively. It is of great concern that the average annual economic growth for South Africa as well as the province did not exceed 1.0% for the period 2014 to 2018. Mpumalanga recorded the sixth highest/

fourth lowest annual average GDP growth rate in the 23-year period and the second lowest between 2014 and 2018.

The negative impact of global and national economic developments is evident in the economic performance of the Mpumalanga economy since 1995. For example, relatively low world growth, low food prices and low commodity prices resulted in low growth of the primary sector, which is an important contributor to the Mpumalanga economy. The Province has also been slow to transform to a knowledge-based and service-orientated economy that may unlock faster economic growth.

The NDP set a target for average annual national GDP growth up to 2030 of more than 5%. It is apparent that neither South Africa nor any of the provinces achieved the desired growth in any of the historic periods displayed in. Mpumalanga's highest period of growth was between 1995 and 1999 (second highest among the provinces), whereas the lowest period of growth was between 2014 and 2018 (second lowest among the provinces).

Because of the moderate economic growth experienced in South Africa over the last 23 years, the South African economy has not doubled in size over this period. It is also evident that no provincial economy was by 2018, double its size of 1995. By 2018, the Western Cape economy, which grew the fastest between 1995 and 2018, was 197.7% of its 1995 size. Mpumalanga's economy was 165.0% of its 1995 size and registered the sixth highest/fourth lowest increase. For an economy to double in size over a 23 year period, an annual average growth rate of 3.1% is required. GDP per capita is often considered an indicator of a region's standard of living on the rationale that all citizens would benefit from the region's increased economic production. Mpumalanga Vision 2030, states that the GDP per capita expressed in constant

**Figure 5: Mpumalanga's contribution to SA's industries (constant 2010 prices), 1995-2018**


Sources: Statistics South Africa – GDP, 2020

prices must increase from an estimated R51 100 in 2010 to R110 000 by 2030. In 2018, the provincial GDP per capita was, however, lower than in 2010 with an estimated R50 300. Sustained annual average GDP growth of more than 5% is necessary to achieve the set target of R110 000 by 2030.

Investment in infrastructure builds economic capacity and enhances competitiveness, while contributing to the quality of life of poor people. In 2019, the gross domestic fixed investment (GDFI) in Mpumalanga amounted to R54.9 billion which was equal to 9.1% of total GDFI in South Africa. From 2010 to 2019, GDFI in South Africa grew on average by 1.5% per annum and by 1.9% annually in Mpumalanga. Between 2014 and 2019, GDFI in South Africa declined by 0.5% per annum and by 0.1% per annum in Mpumalanga.

According to the NDP, public infrastructure investment must be equal to 10% of GDP by 2030. In 2019, expenditure by the Mpumalanga Provincial Government (MPG) on infrastructure was equal to approximately 1.7% of provincial GDP. If the 2019 Municipal Infrastructure Grant (MIG) expenditure by municipalities is added to MPG infrastructure expenditure, then public expenditure on infrastructure was equal to 2.3%. In order to reach the stated goal of 10% of GDP by 2030 in Mpumalanga, public expenditure on infrastructure in Mpumalanga has to increase annually by at least

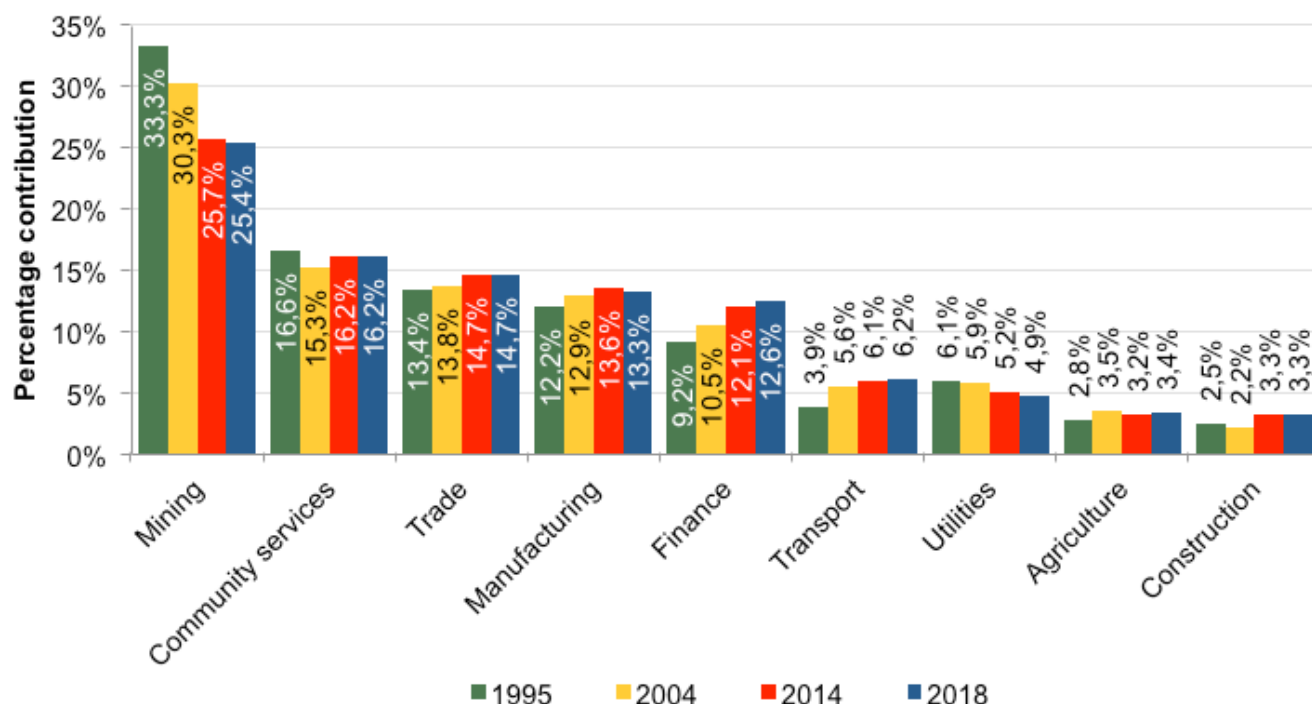
14.2% up to 2030.

Infrastructure constraints such as electricity supply and inadequate road and rail network linkages are holding back new projects and economic developments. It is particularly important to attract investment to stimulate growth in the Province and for that reason, the development of a provincial investment strategy must be a priority in the foreseeable future.

Figure 5 depicts the contribution of each of the economic industries in Mpumalanga to the corresponding national industry between 1995 and 2018. It is estimated that in 2018, the province was a substantial role-player in the national mining and utilities (mainly electricity) industries, with respective shares of 22.9% and 15.3%. It is noticeable that the contribution by the agriculture, mining, manufacturing and utilities industries increased between 1995 and 2018, whereas the other industries' contribution to the national figure remained either unchanged or declined.

In 2018, the primary sector in Mpumalanga contributed 28.9%, the secondary sector 21.4% and the tertiary sector 49.7% to the provincial GDP. Although the economy depended less on the primary sector in 2018 than in 1995 (36.1%), it continued to stand in contrast to the national primary sector's small contribution of 10.7% in 2018. The much smaller contribution by mining to the



**Figure 6: Contribution to Mpumalanga GDP (constant 2010 prices) by industry, 1995-2018**

**Source: Statistics South Africa – GDP, 2020**

national economy (8.1% versus 25.4% in Mpumalanga) was the main reason for the difference in primary sector contribution. Nationally, the secondary sector added 19.6% and the tertiary sector 69.7% in 2018, with finance (22.4%) the largest single industry.

Figure 6 displays the share of each economic industry in the provincial economy between 1995 and 2018. It is estimated that in 2018, the three largest contributors to the provincial economy were mining (25.4%), community services (16.2%) and trade (14.7%). The top three's ranking was unchanged from 1995, when mining contributed 33.3%, community services 16.6% and trade 13.4%.

Historic and forecasted growth for the economic industries of Mpumalanga is presented in Table 2. Between 1995 and 2018, the industries with the fastest economic growth was estimated to be transport (4.3%), finance (3.6%) and construction (3.4%). Over the period 2019-2024, it is expected that mining (1.5%) and agriculture (0.9%) will record the highest average annual growth per annum. The negative growth expectation for five of the nine industries are a real concern.

The Tress Index measures the level of concentration or

diversification in an economy. An index score of zero represents a much diversified economy, while a number closer to 100 indicates a high level of concentration. In 2019, the economy of Mpumalanga appears to be more diversified than that of South Africa with an index score of 37.1 compared to a national score of 40.8. Among the nine provinces, Mpumalanga had the second most diversified economy in terms of the Tress Index.

The location quotient is an indication of the comparative advantage of an economy. An economy has a location quotient larger (smaller) than one, or a comparative advantage (disadvantage) in a particular industry when the share of that industry in the provincial economy is greater (less) than the share of the same industry in the national economy.

In Mpumalanga, agriculture (1.37), mining (2.45), utilities (3.11), construction (1.02) and trade (1.07) held a comparative advantage over the same industry in the national economy. A rule of thumb is that when an industry has a location quotient of 1.2 or above it indicates that some degree of specialisation is taking place in that particular industry compared with the national industry. Mpumalanga recorded three industries (agriculture, mining and utilities) with a location quotient higher than 1.2.

**Table 2: Historic and forecasted GDP at basic prices - MP's economic**

Industry	1995-2018	1995-1999	1999-2004	2004-2009	2009-2014	2014-2018	2019-2024
Agriculture	3.1%	11.0%	1.3%	1.1%	1.8%	2.0%	0.9%
Mining	1.0%	2.1%	1.4%	-1.3%	2.7%	0.4%	1.5%
Primary sector	1.2%	2.9%	1.4%	-1.0%	2.6%	0.6%	1.4%
Manufacturing	2.6%	2.6%	4.2%	2.9%	2.8%	0.1%	0.2%
Utilities	1.3%	1.3%	3.2%	1.7%	0.4%	-0.7%	-0.4%
Construction	3.4%	2.0%	0.7%	11.6%	2.0%	0.3%	-3.6%
Secondary sector	2.4%	2.2%	3.5%	3.6%	2.1%	0.0%	-0.5%
Trade	2.7%	3.5%	2.8%	3.8%	2.1%	0.8%	-0.5%
Transport	4.3%	7.7%	6.1%	4.2%	2.4%	1.1%	-0.5%
Finance	3.6%	5.5%	3.4%	5.4%	2.2%	1.9%	0.4%
Community services	2.1%	1.6%	2.0%	3.4%	2.5%	0.7%	-0.6%
Tertiary sector	2.9%	3.6%	3.0%	4.1%	2.3%	1.1%	-0.3%
Total	2.2%	3.0%	2.4%	2.5%	2.4%	0.6%	0.3%

**Sources: Statistics South Africa – GDP, 2020 (Historic growth)  
IHS Markit – ReX, July 2020 (Future growth)**

#### 4.2.3 Business Development Support to SMME

The Province provided both non-financial and financial support to SMMEs and co-operatives in the following manner:

- 100 SMMEs and co-operatives were trained on Business Management and Financial Management;
- 500 youth were assessed through the Kick-Start Programme and 175 of them went through the final stages of being trained on business development;
- 50 co-operatives were assessed through the gap programme conducted by SABS and 5 of them received certificates;
- 30 Black-owned tyre businesses were supported through the Dunlop Tyre Programme, which eventually created 120 job opportunities;
- Provided loans to the value of R108.6 million to both SMMEs and co-operatives which resulted in approximately 500 jobs being created;
- Funded 6 Galitos franchises to the value of R5 million which resulted in 77 jobs being created; and
- Provided financial support to 10 Black-owned tyre businesses to the value of R1 million (R100 000 each).



#### 4.2.4 Support to Incubation Programmes

In supporting Incubation Programmes, the following were achieved:

- 60 SMMEs trained to process wood products through FURNTECH;
- 125 apprentices trained through the Mpumalanga Tooling Initiative Programme; and
- 125 apprentices capacitated through the Mpumalanga Steel Initiative.

#### 4.2.5 Industrialisation Programme and roll-out of economic infrastructure projects

In fulfilling this directive, the Province has invested in rolling-out the following economic infrastructure projects:

**Table 2: Major infrastructure projects for Mpumalanga as of 2016/7**

Project name	Agent	R bn	Project description
Kusile power station	Eskom	161	4764MW coal plant to come online in 2018
Coal freight line expansion	Transnet	18	Upgrade coal lines from Mpumalanga to coast and to electricity plants
Swaziland rail link (concept phase)	Transnet	19	New and upgraded rail to Swaziland

##### 4.2.5.1 Nkomazi Special Economic Zone (SEZ)

The official designation of the SEZ, which would be the first in the Province, was approved by the National Cabinet on 5 December 2018 – The SEZ is expected to contribute 8 275 jobs during construction, 9 505 in industries, and around 81 000 jobs in the value chain during its first ten years of operation. The Nkomazi SEZ is anchored on Agriculture and logistical support services.

##### 4.2.5.2 Industrial Technology Parks

Three Industrial Technology Parks in the Petro-chemical and Forestry, Agriculture, Mining and Metals sectors were planned. To this end,

- The envisaged Petro-chemical and Forestry Industrial Technology Park is currently awaiting Municipal Planning Tribunal approval;

- The Agricultural Industrial Technology Park in the form of the Mpumalanga International Fresh Produce Market (MIFPM) is currently under construction. During the construction of the first phase of the MIFPM, 2 000 jobs were created. Private Sector investment of approximately R2 billion was secured for the construction of the dehydration plant which will result in 750 agricultural jobs and 450 other jobs at the plant.
- The sites earmarked for the envisaged Middelburg Mining and Metals Technology Park were found to be not feasible. However, Evraz Highveld Steel Company was considered as an alternative and has subsequently been found to be the viable site given that the company is currently under a Rescue Plan.

#### 4.2.6 Tourism Marketing

The Province's tourism marketing efforts have resulted in the:

- Tourism sector injecting R8 billion in the economy of the Province over the past 5 years.
- Number of international tourist's arrival increasing by an average of 7,8% annually which translated to 1,6 million visitors.
- Province hosting 13 tourism-related events; and
- Province promoting and participating in International and Regional Tourism Co-operations such as the East-3-Route and Russia's Ural Association of Tourism.

##### 4.2.6.1 Tourism Development

The worked tirelessly to realise the inscription of the Barberton Makhonjwa Mountains as the first World Heritage Site in the Province, and the 10<sup>th</sup> in South Africa. The site was inscribed by UNESCO in July 2018.

Some of the key projects implemented and completed include,

- The establishment of the Mpumalanga Conventions Bureau;
- Supported the establishment of the Graskop Gorge Lift;
- Developed 3 heritage routes, namely, Gert Sibande's Liberation route; Nkangala's Cultural Heritage Route and Bushbuckridge's Marula Route; and
- Developed and launched the Blyde Hiking Trail.

##### 4.2.6.2 Tourism Co-ordination Structures

To strengthen support, coordination and stakeholder relations and participation the following structures are in place and functional, namely,

- Nkangala Regional Tourism Organisation;
- Pixley Ka Isa Ka Seme Local Tourism Organisation; and
- Chief Albert Luthuli Local Tourism Organisation.

#### 4.2.6.3 Bio-diversity Economy

There was only one new entrant (previously disadvantaged individual) supported to enter game ranching industry. Overall, the **tourism sector has created 5 747 job opportunities** through EPWP, Tourism Safety Monitors, Environment Monitors, and the Youth Employment Service and learnerships.

#### 4.2.7 Strengthening BBBEE

The Province has established the BBBEE Advisory Council to monitor economic empowerment initiatives within the Province.

#### State reform and boosting the role of state-owned companies

We have merged the erstwhile Mpumalanga Gambling Board with the Mpumalanga Liquor Authority, and established a new public entity known as the Mpumalanga Economic Regulator (MER).

#### 4.2.8 Promotion of fair trade and consumer rights

In the quest to promote fair trade and protect the rights of consumers, the Province has established 2 Consumer Courts to service the Nkangala and Ehlanzeni districts. Subsequently, we have recovered R30, 4 million on behalf of consumers.

The Province will continue to pursue the realisation of its Vision, namely, to "Drive economic growth that creates decent employment and promote sustainable development through partnerships".

#### 4.3 Challenges

Current investment levels are insufficient and maintenance programmes are lagging. Given the Government's limited finances, private funding would need to be sourced for some of these investments, and policy planning and decision-making will require trade-offs between competing Provincial goals.

Government has made great strides over the years to improve performance. However, the following persist and continue to pose challenges for service delivery:

- Poor record and information management systems leading to loss of institutional knowledge and historic data;
- Lack of capacity to manage Infrastructure projects;

- Ad hoc project selection resulting in lack of alignment of project budgets to infrastructure plans;
- Lack of sense of urgency on service delivery and spending;
- Delays in finalizing enabling processes for procurement;
- High level of dependency on Consultants;
- Inadequate institutional support to the IDIP programme in the Province;
- Non-approval of Operational Support Teams Work plans;
- Cash Flow management is generally weak as Departments continue to perform below their projections;
- Lack of reliable information on the current backlog in the Province;
- Lack of ownership in terms of closing projects;
- Poor contract performance and management;
- Poor attendance of site meetings; and
- Poor flow of information between different stages of project implementation.

#### 4.4 Future Strategic Direction

The Mpumalanga Province's Vision 2030 Strategic Implementation Framework outlines the strategic trajectory that the Province should follow to address the issues of unemployment, inequality and poverty in the Province. Several key programmes for improving employment and economic growth are highlighted:

##### 4.4.1 Adopt a targeted sectorial approach to economic growth

- Target potential expansion areas, such as green industry (biofuels), tourism, mining prerequisites and beneficiation of agricultural outputs;
- Increase the benefit of mineral resources and agriculture by certainty over property rights;
- Increase rail, water and energy infrastructure; and
- Embark on a programme for institutionalization of evaluation and monitoring the impact of a regulatory environment.

- The development of information management systems for coherent and uniform data collection and management.
- Implement a coherent skills development programme that will unlock the economy in line with the NDP.
- Resolving systematic bureaucracy that foils economic development

#### **4.4.2 Remove the most pressing constraints on growth, investment, and job creation, including energy generation and distribution, urban planning, etc.**

- Change regulations and laws to ensure sensitivity to the needs of small business;
- Reduce the costs of doing business, by reducing electricity tariffs, rates charges, etc.; and
- Attract business services, and build on the advantage of the Province's telecommunications, banking and retail firms.

#### **4.4.3 Target interventions regarding employment**

- Broaden the Expanded Public Works Programme;
- Facilitate agreement between employers and unions on entry-level wages;
- Subsidise the placement sector to identify and place matric graduates into jobs;
- Encourage business and labour proposals to reduce youth unemployment;
- Adopt a pragmatic and performance-driven approach to probationary periods; and
- Strengthen dispute resolutions mechanisms in the labour market.

#### **4.4.4 Reduce the cost of living for poor households and costs of doing business through micro-economic reforms.**

- Improve turnaround time for business applications; and
- Establish incentive packages and direct support

#### **4.4.5 Focused resource-based skills development, notably mining, agricultural extension, forestry, tourism and manufacturing**

- Higher education institutions to focus on skills requirements according to space economy of Province;
- Flexible use of relevant private-sector skills' developers;
- Adopt a more open immigration culture to expand supply of high-level skills; and
- Ensure local employment creation around development nodes.

#### **4.4.6 Extend integrated, spatially-based sustainable development policy and regulations, to:**

- Balance interests of mining, agriculture and settlements regarding water and land use;
- Effectively police carbon emissions and air quality;
- Monitor the utilization of minerals agreement responsibilities; and
- Explore innovative public-private ownership arrangements to ensure wider social benefits from investment.

#### **4.4.7 Achieve better utilization of reserves and parks through:**

- Expansion of tourism;
- Creation of related service and support jobs for local communities; and
- Use of co-operative structures.

#### **4.4.8 Expand the provision of services and infrastructure on an environmentally sustainable basis:**

- Initiate public private partnerships in areas such as tourism, water storage and use, etc.; and
- Prioritise local employment and investment.



**4.4.9 Further extend provision of electricity, water and waste services to informal settlement by:**

- Roll-out of solar geysers;
- Improved transport between settlements and jobs; and
- Supporting industry-related services and beneficiation.

**4.4.10 Foster environmentally targeted rural enterprise development, e.g. feedstock for biofuel conversion and related spin-offs.**

**4.4.11 Closely regulate and monitor key sectors, regarding environmental impact and trade-offs in resource use (land, water, energy etc.), notably:**

- Coal mining;
- Sasol-based manufacturing;
- Steel production; and
- Agribusiness.

## CHAPTER 5

### OUTCOME 5: A SKILLED AND CAPABLE WORKFORCE TO SUPPORT AN INCLUSIVE GROWTH



## 5.1 Mpumalanga in 1994

“Segregation in education, health, welfare, transport and employment left deep scars of inequality and economic inefficiency. In commerce and industry, exceptionally large conglomerates dominated by whites control large parts of the economy. Cheap labour policies and employment segregation concentrated skills in white hands. Our workers are poorly equipped for the rapid changes taking place in the world economy. Small and medium sized enterprises are underdeveloped, while highly protected industries underinvested in research, development and training” (RDP, 1994).

## 5.2 Development since 1994

Mpumalanga has always been committed towards halving poverty through targeted skills development initiatives. This is evinced in the development of a comprehensive Human Resource Development Strategy (HRDS) to ensure a coherent development of the skills needed to make the economy competitive and thriving. The current labour force is characterized by a narrow skills base, poor levels of productivity, out-dated technological skills, and significant levels of illiteracy.

A key component of the skills development initiatives over the past 25 years included partnerships with local businesses and industries in order to develop market appropriate skills thereby increasing learner placement in the workplace. Key milestones within this period are the following:

- The establishment and operationalisation of the University of Mpumalanga, which provides a closer door for access to higher education for our youth.
- The Private sector has provided more than 2 000 bursaries to MP youth.
- Through the provincial purse 3304 students were awarded with bursaries which is inclusive of 282 bursars studying in Russia and 232 in Cuba and 1 228 students have since graduated.
- MRTT, TVET Colleges, private sector and SETAs such as Construction SETA (CETA), Manufacturing and Engineering SETA (MERSETA), Chemical Industries SETA (CHIETA) and Mining Qualifications Authority (Mining SETA) have contributed immensely to the increase in the number of much-needed artisans in our Province. 6 413 students have in the past five years qualified as artisans.
- Through skills development programmes delivered by the Mpumalanga Regional Training Trust (MRTT), opportunities for training across various trades and disciplines to build

entrepreneurs and how to respond to the skills demand of the labour market were provided.

- Over the last five years, 10 821 learners received accredited technical skills training in manufacturing, engineering, construction, and entrepreneurship. In addition, 741 learners received accredited skills training in hospitality and tourism.

In an effort to address skills shortages within the public service the Provincial Government over the past 25 years introduced the following mechanisms to improve the skills base of the province overall:

### 5.2.1 Skills audit of Senior & Middle Managers in the Provincial Government

The skills audit was conducted to ascertain the managerial and leadership capability of management in the Provincial Administration. Existing management skills were assessed against the management competency framework developed by the Department of Public Service and Administration. Findings revealed an urgent need to strengthen critical leadership and management skills among senior, middle, and junior managers. In response to the findings of the skills audit, the Accelerated Capacity Building Flagship was established.

### 5.2.2 Accelerated Capacity Building Flagship

The flagship consisted of the following:

#### 5.2.2.1 Management Development Programmes

The Management Development Programmes consisted of the Executive Development Programme for senior managers, the Accelerated Development Programme for talented middle managers, and the Middle Management Development Programme for middle managers and the Junior Management Development Programme for junior managers. There was also Executive Coaching, a Seminar series, and the establishment of the Mpumalanga Management Centre.

**Table 1: These management development programmes contributed the following to the provincial skills base:**

Module 1	Module 2	Module 3	Module 4
323 senior managers attended the Core Skills training sessions, and 252 senior managers went for Deployments in various departments.	141 senior managers enrolled for this module and 62 senior managers satisfied all the requirements pertaining to this module.	126 senior managers enrolled for this module and 103 satisfied all the requirements and 45 of these graduated on 24 October 2008.	20 senior managers who satisfied all the requirements went to Germany for further training on 23-29 November 2008 and another group went in December 2009.

#### **5.2.2.2 Accelerated Management Development for Talented Middle Managers**

The Accelerated Development Programme for talented middle managers was piloted by the Department of Public Service and Administration and PALAMA. The aim of the programme was to identify talented middle managers and prepare them for managing at a senior level. The programme was biased towards women and people living with disabilities.





### 5.2.2.3 Internships and Learnerships

In 2006/07, 431 Learnerships in Human Resource Management, Public Administration, Sector Accounting, and workplace induction were awarded.

A further 315 Learnerships were awarded to unemployed youth to attend training in Public Administration, Public Sector Accounting, Project Management, and IT.

672 officials were enrolled in 2004/05 and in 2005/06 2 089 officials went through the ABET programme.

1 610 General Assistants in Provincial Administration went through ABET and received certificates in 2006/07.

### 5.2.2.4 Transversal Human Resources Development

The Transversal Human Resources Development (THRD) programme, awarded bursaries through the National Skills Fund Strategic Project for scarce and critical skills:

- 91 engineering bursaries were awarded in 2007/08.
- Implementing the *Accelerated Capacity Building Flagship* project.
- Coordination of learnerships in the Provincial Administration: Since 2004-2008, 1 105 learners from the Provincial Administration participated in capacity building programmes or were assessed in key fields of organisational development and human resource development.
- Coordination of ABET for General Assistants in the Provincial Administration: this project had been functioning since 2004 and since then 10 558 officials, general assistants and facilitators went through the ABET programme.

### 5.2.2.5 Centralisation of Skills Development

The Executive Council took a resolution in 2010 to centralise skills development and the co-ordination thereof in the Department of Education, including the management of bursaries.

To this end the following projects have been implemented:

- Convened the Provincial Human Resource Development Summit with the involvement of SETAs and stakeholders.
- Developed the Provincial Human Resource Development Strategy.
- A multi sectorial team, in the form of the Human Resource Development Strategy Committee appointed to drive the HRDS agenda in the Province.
- Convened a dialogue with the SETAs on the support that they need to provide for skills development in the Province.
- Strategy for the recruitment and retention of critical and scarce skills.
- Developed the Integrated Youth Skills Development Plan in collaboration with the National Development Agency, SETAs, FETCs, MRTT.
- Developed the Provincial Bursary Policy through which 3 000 bursaries for both external and internal learners were offered.
- On average, 200 external bursaries holders have graduated and been placed with various departments: and
- External bursaries were further offered and funded by private sector role players such as ESKOM (326) & XTRATA (4).

### 5.2.3 Mpumalanga Regional Training Trust (MRTT)

MRTT has been focusing on facilitating training for skills programmes (short courses), learnerships and apprenticeships as well as assessments for the Recognition of Prior Learning and Trade Testing.

From 1994 – 2000 MRTT offered long courses funded by the Department of Labour and in this 6-Year period MRTT provided training to 13 074 learners (10 021- Males and 3 053 Females) and placement to 12 380 (9 503 Males and Females 2 877).

The MRTT has for the period 1994 to 2000 trained a total of 10 021 00 male learners and 3 053 female learners. 7 475 Of the male learners were placed in formal workplaces while 2 028 were placed in informal workplaces. 74% (2027) of the trained female learners were placed in formal workplaces and 20% (610) were placed in informal work places. 501 of the trained male learners (5%) could not be placed in any form of workplace and 183 (6%)



**Figure 1: Learners trained and placed**

**Source: Mpumalanga Regional Training**

of female learners could also not be placed. The Success of the training programme for the youth at the MRTT has thus been able to provide the learners with both the theoretical learning and practical workplace experience enabling to access exposure for employment and ability to start their own businesses. It will be prudent to start a tracking system of all the learners that went through the training programme to understand how the programme is enabling the learners to access the economic means or employment post workplace placements.

From 2001 – 2012 the entity offered training in skills programmes, learnerships and assessment for Recognition of Prior Learning and Trade Testing. During this period, the entity provided training to **24 286** learners (13 910 – Males and 10 376 Females) and provided placement to **23 432** (15 882 Males and 7 550 Females).

### 5.3 Future Strategic Direction

Despite the achievements noted above, it is important to note that international comparisons and studies continue to confirm that South Africa's education system performance compares poorly with other countries that spend similar amounts or even less per capita in terms of learner performance and teacher content knowledge.

The Province's Vision 2030 Strategic Implementation Framework targets has set out the following intervention:

- Inadequate teacher subject knowledge and teacher competency levels sit at the heart of poor ANA results. Teaching must be regarded as an essential service. The province must improve teacher development programmes and performance management systems;
- The standard and quality of education and educators, as well as school management and organisation is a key priority;
- The learning environment of Mpumalanga's children must be drastically improved, and this requires addressing the infrastructure backlog (classrooms, water, sanitation, electricity and fencing) as well as issues of health and nutrition;
- The Human Resource Development Strategy must be adequately resourced and operationalised as the province's human capital development model for education from the foundation phases through to employment;
- The balance between technical, academic and entrepreneurial skills must be improved. This should also include linking curriculum content with industry needs and "building local talent"; and
- The Mpumalanga University should support the development of priority and scarce skills in the Province.

### 5.3.1 Artisan Development Programme-MRTT

The focus of the MRTT will be to empower individuals and communities, primarily the youth, industry workers and government employees in disadvantaged communities to participate in the broader economic sphere of the province. The Province must empower MRTT to deliver and contribute on the targets for artisan development in line with the National Development Plan (NDP). Efforts would be made to intensify the implementation of three (3) year artisan development programme that will be able to support and prepare qualifying learners to successfully complete the relevant trade tests. The entity will drive amongst others the following key strategic activities:

- Create a system-wide partnership between FET colleges, SETAs and industry to assist graduates to obtain workplace training.
- Increase the intake of out-of-school youth into skills programmes, focusing on the hospitality and tourism, technical and entrepreneurial fields.
- Increase the capacity of MRTT to expand artisan development programmes
- Focus on CRDP municipalities by providing mobile training services in particular trades
- Operationalisation of the provincial skills hub



## CHAPTER 6

### OUTCOME 6: AN EFFICIENT, COMPETITIVE AND RESPONSIVE ECONOMIC INFRASTRUCTURE NETWORK





## 6.1 Mpumalanga in 1994

The new South Africa is awakening from the long throes of the apartheid rule of law introduced in 1948. This legacy left behind generations of disenfranchised, unskilled, and unemployed black inhabitants deprived of the basic rights to human dignity, equal and fair living conditions, and social welfare systems.

"The economy was built on systematically enforced racial divisions in every sphere of our society. Rural areas have been divided into underdeveloped Bantustans and well-developed, white-owned commercial farming areas. Towns and cities have been divided into townships without basic infrastructure for blacks and well-resourced suburbs for whites" (RDP, 1994).

The practice distorted the social and economic balances and led to the creation of a dysfunctional socio-economic system between the majority Black and minority White population in the Country. Bridging the divide between the "haves" and "have nots" has been the fulcrum of the current government over the 25-year period, anchored on the principles of social equality, poverty alleviation and employment generation.

Mpumalanga has a relatively good core network of national economic infrastructure; the challenge is to maintain and expand it to address the demands of the growing economy. The economy has already been constrained by inadequate investment and ineffective operation and maintenance of existing infrastructure. The increased human settlement demands out-weigh the current provincial infrastructure budget.

The state's institutional or financial capacity to finance and implement the infrastructure investment plans on the required scale remains a challenge at all spheres of government. Mpumalanga needs to make large investments to propel and stimulate economic development that will increase economic growth and create jobs for the populace. These need to be made in a structured, considered manner to prevent inappropriate initiatives, protect the Province's resources and ensure that prioritised investments are efficiently implemented.

An integrated system to review the impact of previous infrastructure investments must be undertaken significantly through proper evaluations considering Design, Diagnostic, Implementation, Impact, and economic evaluations. The significance of evaluation is to ensure the basis for sound decision making based of credible and tested information. The establishment of a province wide evaluation institutional framework has been prioritised.

## 6.2 Development Since 1994

### 6.2.1 Infrastructure Delivery and Economic Development

Infrastructure delivery plays a crucial role in advancing the course of human, social and economic development. It is for this reason that leveraging on the ends of infrastructure delivery has been advocated by Development Planners and Policy makers as a catalyst for rapid growth and economic stimulant.

Mpumalanga Provincial Government investment in infrastructure over the 25 years has remained a top development agenda. Our infrastructure development plan has not only focused on addressing the backlog but has been to narrow the dichotomy between the rich and poor by enacting legislative framework that supports economic transformation and wealth distribution. The Mpumalanga Province adopted the Provincial Growth and Development Strategy (PGDS) framework as a fulcrum to the transformation agenda outlining a broad course of action for all social partners. The PGDS is strongly aligned to the Election Manifestos of the ruling party, launched over the 25 years. These manifestos have become the foundation upon which provincial governments strategic frameworks have been developed.

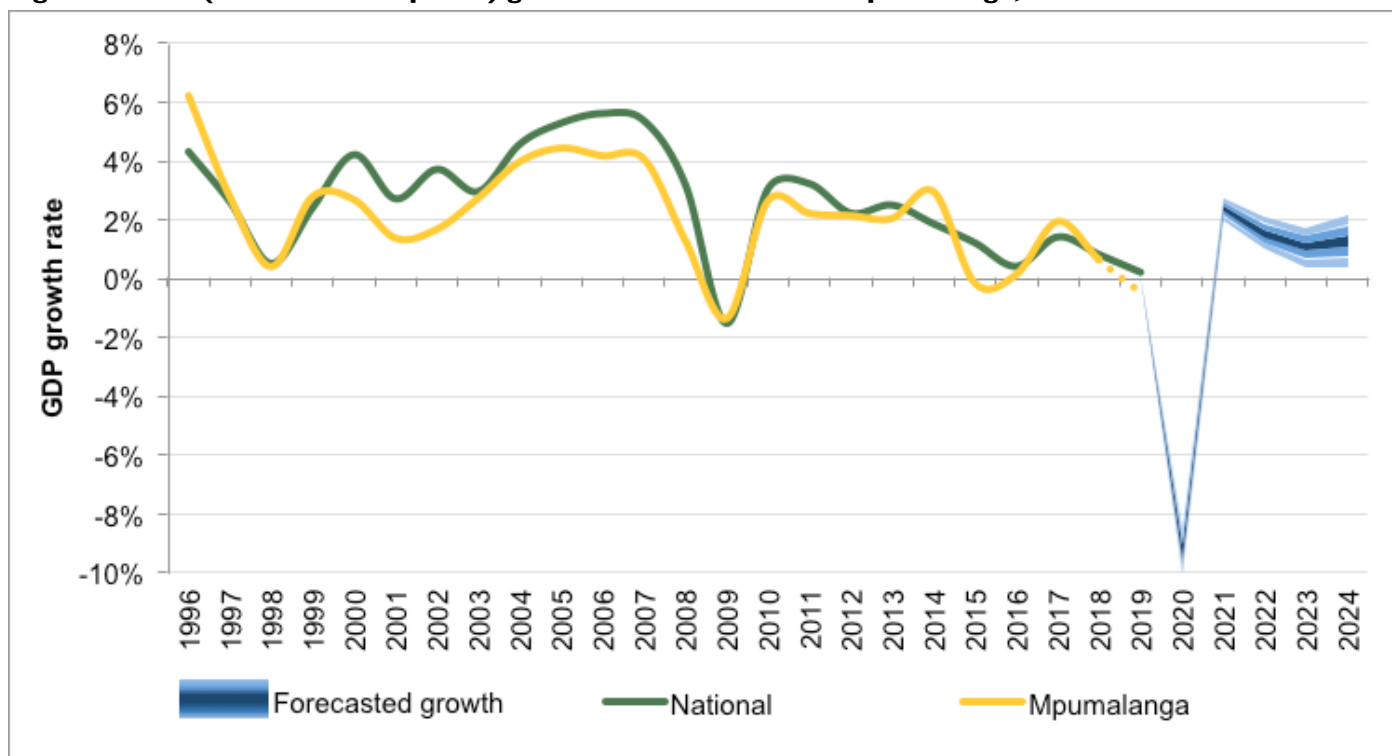
As a developmental state, the government has identified and focused on development priorities and has pursued these in an interventionist and purposeful manner. The Mpumalanga PGDS has defined the Province's future development trajectory by providing a strategic provincial development framework. It further aligns provincial intent and action to national government's goals, frameworks, strategies, and policies such as the National Development Plan (NDP), South African National Infrastructure Plan, Nine Point Plan, the Mpumalanga Infrastructure Master Plan and Mpumalanga Vision 2030.

Infrastructure development, to which the Department of Public Works, Roads and Transport (DPWRT) is a custodian, was identified as one of the development pillars of the PGDS. This also included the facilitation and provision of essential services in social and human development areas such as health, education, social welfare, community safety and with emphasis on human capital development including human resources development and skills development.

### 6.2.2 Economic Growth and Development

The economic growth in Mpumalanga is broadly in line with the rest of the Country, averaging a 2.5% growth rate between 1996 and 2001. Since 2004, South Africa's GDP has been on an increase averaging about a 5% growth rate between 2004 and 2007. Figure 1 below shows the GDP for Mpumalanga, over the 2004-2007



**Figure 1: GDP (constant 2010 prices) growth rates for SA and Mpumalanga, 1996-2024**

**Sources: Statistics South Africa – GDP, 2020 (Historic growth) and IHS Markit – Regional eXplorer (ReX), July 2020 (Future growth)**

period has also shown a steady increase and in 2005 showed an economic growth rate of 4.3% and a 4.4% increase in 2006. Its increase in GDP between 2006 and 2007 was close to R 21.5 billion giving it a 5.4% growth in the economy of the province.

Vision 2030 target for the GDP growth rate is to have an average annual GDP growth above 5%. Unfortunately, the Province, recorded an average annual growth rate of less than 1% between 2014 and 2018. The low growth figures of the mining industry as well as the secondary sector (manufacturing, electricity and construction) was a concern. The following can be highlighted:

- Tourism remains a critical sector especially for Mpumalanga. Along with the 2.4% growth in foreign tourist arrivals nationally, the Province recorded an increase of 10.2% in foreign tourist arrivals growing from 1 427 795 in 2016 to 1 573 635 in 2017. The influx of tourists from Mozambique and Swaziland contributed to the increase; and
- Money spent by international tourists on hospitality, transport, and leisure related activities in the Province, grew from R4.7 billion in 2016 to R5.2 billion in 2017.

Gaining significantly from past events, Mpumalanga played host to the group matches during the FIFA 2010 World Cup. The Province also benefited both economically and infrastructure with the

implementation of several development projects (both social and economic) which has had far reaching outcomes on the lives of its people. FIFA 2010 SoccerWorld Cup resulted in the construction of the Mbombela Stadium between 2006 and 2010. The facility is multipurpose and has continued to be used for various sporting codes and other events.

A significant important development landscape of the Province is the unlocking of accessibility through the continuous development and expansion of the primary (the Maputo Corridor) and secondary road network in the Province through the TRAC concession from 1994 to date. This has spurred local economic activities such as movement of goods and services between the two countries and internally in the Mpumalanga Province. The landmark development of the Riverside Government complex at the dawn of democracy under the stewardship of the first Premier of the Mpumalanga Province, Dr Mathew Phosa has provided the Provincial government with a unique African architectural design to house all the departments under one roof.

The construction of the Injaka Dam between 1994 and 1999 as a presidential led project in the Bushbuckridge Local Municipality could not have come at the right time for one of the adversely affected areas with lack of water services in the Mpumalanga Province. The Dam was designed to have the capacity for inter-

catchment water transfer to the Mbombela Local Municipality. The above developments and many significant infrastructure projects have since influenced demographic trends, population movements and has resulted in an increase in the usage and infrastructure requirement in the Province.

### 6.2.3 Infrastructure Governance

The principle of good governance requires institutions to provide responsive, effective, and efficient services (or goods) within the applicable accounting and transparency regimes. For Government, this involves the integration and coordination of service delivery within and between Provincial Departments as well as between the different spheres of Government including state owned enterprises.

The Infrastructure Delivery Improvement Process (IDIP) was introduced as part of the Delivery Management System in 2004 as a way of improving on the planning and management of public sector delivery process. The IDIP has been adopted and institutionalized by the DPWRT as the benchmark for infrastructure delivery and offers systems and tools to guide and assist Implementation Managers all through the project development cycle.

In 2012, the Infrastructure Delivery Management System (IDMS) was introduced to complement the IDIP. The system was developed through the Infrastructure Delivery Improvement Programme (IDIP), a partnership between the National Treasury, the CIDB, the Departments of Public Works, Education and Health and the DBSA. It is aimed at improving planning, budgeting, procurement, delivery, maintenance, operation, monitoring and evaluation of infrastructure.

The introduction of IDMS has borne immediate results that saw improvement in client ownership and oversight, packaging of infrastructure projects in a manner that reduces programme management complexities, reduction of costs, proactive management of risks and ensured greater efficiency in service delivery.

The Province has also established various Infrastructure Governance Structures to enhance oversight on infrastructure delivery. Amongst these, is the Premier's Provincial Infrastructure Coordinating Committee (PPICC), Joint Operations Committee (JOC) and Project Managers Operations Management Meeting (POMM).

Emanating from the adoption of the IDIP and IDMS, monthly reporting on infrastructure projects has improved steadfastly over the years and reports are now tabled on a monthly basis to the various governance structures. These reports are used as basis to monitor and evaluate performance and have since improved accountability, transparency, and audit outcomes. The Standard

for Infrastructure Procurement and Delivery Management was developed in 2016 to assist Government with procurement processes to support the implementation of IDMS.

#### 6.2.3.1 Social Infrastructure

This section accounts for the basic services provided over the period 1994-2019.

The Department of Public Works, Roads and Transport has a mandate to act as an implementing agent for several client departments, namely:-

- Department of Education;
- Department of Health;
- Department of Social Development;
- Department of Culture, Sport and Recreation;
- Department of Economic Development, Environment and Tourism;
- Department of Community Safety, Security and Liaison; and
- Provincial Legislature.

##### 6.2.3.1.1 Education Infrastructure

The Mpumalanga Government has over the years helped to address the following infrastructure backlogs and challenges:

- a) Regional imbalances in schooling provision;
- b) Shortage of secondary schools;
- c) Provision of kitchens in support of the Nutrition Policy;
- d) Eradication of mud and unsafe structures;
- e) Provision of sanitation, water supply and electricity;
- f) Provision of boarding school facilities; and
- g) Installation of access control and security.

**Table 1: Number of education infrastructure projects completed (1994 – 2019)**

Sector	Actual: Term 1	Actual: Term 2	Actual: Term 3	Actual: Term 4	Actual: Term 5	Total
	1994-1999	1999-2004	2004-2009	2009-2014	2014-2019	
Education	412	317	282	492	449	1 952

The eradication of mud and unsafe school structures seeks to demolish and replace all traditionally built school structures made from unorthodox and inappropriate building methods in the previously disadvantaged communities. In 2009/10, DoE identified mud and unsafe structures that were targeted for demolition and replacement of which 281 mud structures have been replaced to date.

In 2010, the Mpumalanga Province adopted a boarding school strategy in rural areas to close all small, non-viable farm schools and to phase out multi grade schools. Subsequently, 5 boarding schools were constructed as part of the integrated infrastructure efforts to improve quality of learning and teaching in the Province. These boarding facilities play a major role in ensuring that children from farming areas, those who are orphaned and those who live below the breadline are afforded a conducive environment to live in and to learn.

The basic services and sanitation programme were implemented to address the backlog in basic services such as water, electricity and sanitation, which are essential for adequate functioning of a school.

#### **6.2.3.1.2 Health Services**

The Provincial Health's strategic plan is geared towards quality health care services across the Province. The Province currently has 28 hospitals and 5 TB hospitals, 45 Community Health Centres, and 2 Tertiary Hospitals. These facilities are located near populated areas. Outlying areas (rural and farm) must make use of transport to access these health facilities.

Mpumalanga envisaged to have a quality health system that is accessible and affordable to all its citizens. The Province has made significant progress in securing a long and healthy life for its people. Over the past 25 years, several infrastructure projects were implemented in support of quality health care services. The following infrastructure projects were implemented to improve accessibility to health care services in rural communities to improve life expectancy.



**Table 2: Number of health infrastructure projects completed (1994 – 2019)**

Sector	Actual: Term 1	Actual: Term 2	Actual: Term 3	Actual: Term 4	Actual: Term 5	Total
	1994-1999	1999-2004	2004-2009	2009-2014	2014-2019	
Health	13	16	19	70	102	220

**Table 3: Breakdown of health facilities constructed, renovated and upgraded (1994 to 2019)**

Health Facilities	Total
New clinics / CHCs	53
Clinics / CHCs renovated	111
Hospital upgraded	21
New hospitals constructed	2
No of staff accommodation constructed in facilities	23
No. of EMS constructed	1
No. of Malaria laboratory constructed	1
Mortuaries upgraded	7
Pharmaceutical Depot	1
<b>TOTAL: Health</b>	<b>220</b>

#### 6.2.3.1.3 Other Infrastructure

The growth in social welfare personnel led to a need to improve and enhance social infrastructure across all spheres including Social Development; Culture, Sport and Recreation.

This led to the Province building new offices in Tonga, Shongwe, Umjindi, Marite, Amsterdam, Daggakraal, Jerusalem, Glenmore and Hendrina and upgrades and renovations were carried out to offices in Piet Retief, Ermelo, Belfast, Verena, Waterval Boven, Witbank, Marapyane and Delmas. An additional 5 Early Childhood Development (ECD) centres were constructed in EMalahleni, Tweefontein, Siyabuswa, Ermelo and Manzini. The Department further completed construction of Swartfontein Treatment Centre and Nkangala In-patient Youth Treatment Centre (Phase I).



**Table 4: The following projects were completed in the Province between 1994 and 2019**

PERIOD	PROJECT
1994-1999	Riverside Government Complex
2004-2009	Mbombela Stadium in the City of Mbombela Mbombela Multi modal transport hub
2009-2014	Mpumalanga Archives Building Provincial Disaster Management Centre in the City of Mbombela Mbombela Multi modal transport hub
2014-2019	Mpumalanga Traffic Training College in Mkhuhlu, Bushbuckridge. The High Court in the City of Mbombela. Water bottling plant in Donkerhoek, Gert Sibande District;





Other strategic projects that have commenced include the Mpumalanga Parliamentary Village which is expected to be complete in 2020, the construction of the University of Mpumalanga by the Department of Higher Education and the Mpumalanga International Fresh Produce Market.

## Outcomes and Impact

The Department of Public Works, Roads and Transport has implemented several construction development initiatives through the Building Infrastructure Programme using infrastructure development as a precursor to other developmental imperatives in support of job creation, skills development, and training through the following programmes:

- Social Enterprise Development Programme - The programme focuses on using infrastructure development to maximize benefits to local businesses i.e. use of manufacturers and suppliers within the locality of where the project is constructed. A total of 139 SMMEs/Co-operatives have been formally registered on a Provincial Database for manufacturing and supply of selected construction materials. A total of R 321 million worth of materials has been sourced from SMMEs/Co-operatives within various project localities in the Province since July 2017;
- Military Veteran Support Programme - The programme seeks to provide support and business opportunities to emerging military veteran contractors in the space of public infrastructure development, however, no tangible benefits could be reported thus far since the procurement process is still underway.
- EPWP - The programme focuses on maximizing work opportunities and job creation by means of infrastructure projects using methods such as labour-intensive construction. A total of 608 973 work opportunities have been created over 15 years, since 2004/5 to 2019/20.
- Contractor Development - A large number of emerging enterprises depend on the infrastructure sector for skills and business development. Since the introduction of the Construction Industry Development Board (CIDB), there has been an annual increase in the number of registered contractors as well as an improvement in their grading status. The capital investment in infrastructure provides the necessary environment for developing contractors. The DPWR&T has initiated an emerging contractor development programme called Sakh'abakhi of which 194 contractors were developed from 2006 to 2019.
- Technical Skills Development – Investment in skills development is crucial to the delivery of the infrastructure mandate. To unlock potential and attract the required skills, a range of capacity building initiatives have been developed to optimize the attraction and recruitment of targeted groups. These include learnership, National Rural youth Service

Corporative (NARYSEC-DRDLEA), National Youth Service (NYS) cooperatives and the Young Professionals Programme.

## 6.2.3.2 Economic Infrastructure

### 6.2.3.2.1 Road Network

The Mpumalanga road network is a core component of the Provincial infrastructure. Roads are special in the sense that they precede and facilitate development in any geographical area, while other types of infrastructure generally follow development initiatives. No roads, no development. Poor road infrastructure is a barrier to socio-economic development, while well planned and developed road infrastructure is a catalyst for growth, development, and investment

The Province inherited a huge backlog in roads infrastructure as well as a large number of roads that were dilapidated and in a neglected condition. Many communities lacked access to the main road network and therefore were prohibited from full social integration with the remainder of South African society.

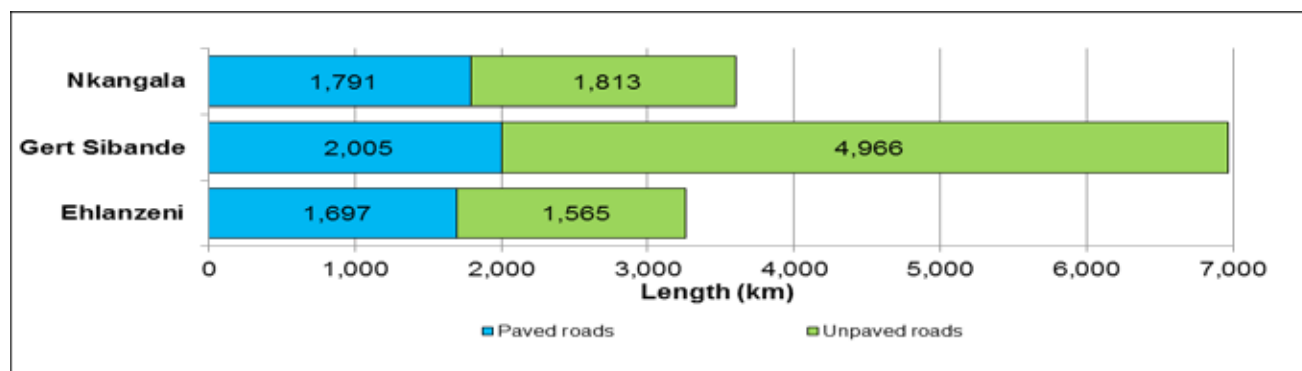
The capital injection by Government in roads infrastructure went beyond achieving world class standard infrastructure but is also linked to community development and sustainability. Investment in road infrastructure also played a pivotal role in freight movement and energy generation. Roads play a pivotal role in effective movement of getting goods/services to the market and also influence the final price paid by the customer. Farmers and other service providers rely on good road network to access their consumers. Major development of coal haulage routes contributed towards sustainable power generation and economic growth in South Africa.

The road network in Mpumalanga Province is 13 837 km in length, of which 40% is paved roads and 60% gravel/unpaved roads. The distribution of Provincial Paved Roads amongst the three regions is as follows:

- 31% of Provincial Paved Roads are in Ehlanzeni;
- 36% of Provincial Paved Roads are in Gert Sibande; and
- 33% of Provincial Paved Roads are in Nkangala.

The distribution of Provincial Unpaved Roads amongst the three regions is:

- 19% of Provincial Unpaved Roads are in Ehlanzeni;
- 59% of Provincial Unpaved Roads are in Gert Sibande; And
- 22% of Provincial Unpaved Roads are in Nkangala.

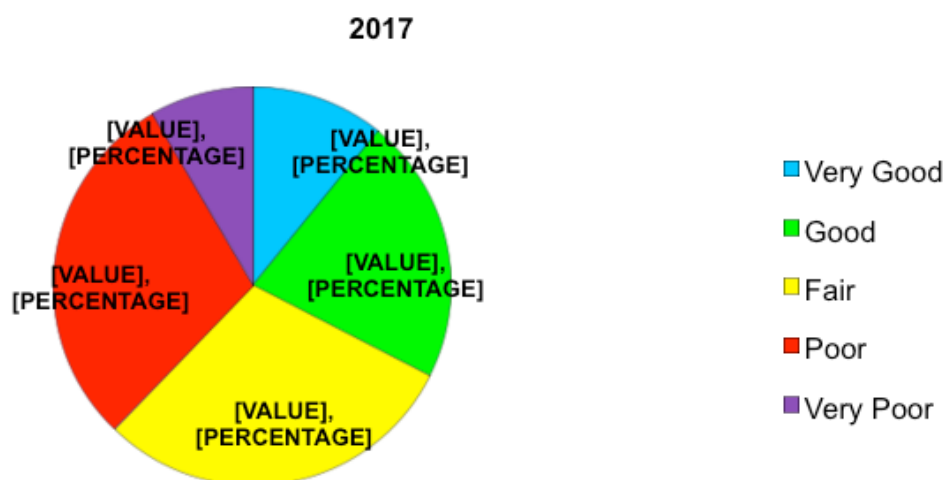
**Fig 3: Mpumalanga road network length per region, 2016**

Source: Mpumalanga DPWRT

#### 6.2.3.2.2 Road Asset Management System (RAMS)

In 2009, RAMS was introduced to aggregate the total road condition to support evidence-based planning across Mpumalanga. For the past four years, the results from the detailed assessment of the road network and subsequent analyses were documented to provide high level decision support information regarding the Province's road asset management function. These reports highlight the challenges road authorities are faced with whilst trying to balance the demands (for new and better roads) and resources (budget and capacity), as the general trend in the average condition of provincial roads continue to be downward.

The condition of the paved roads in Mpumalanga is still not acceptable according to global standards where a maximum 10% proportion of the road network is in a "poor to very poor" condition is regarded as "acceptable". The associated costs of roads in a 'poor to extremely poor' condition is excessive. Road users driving on these deteriorated roads pay extra for increased maintenance, time and fuel costs. Preventive maintenance, such as reseals, cannot improve the functionality and performance of these roads and large capital expenditure is required to rehabilitate "very poor" roads to a "good" and functional condition.

**Fig 4: Mpumalanga Road Condition (2009 – 2012)**

Source: Mpumalanga DPWRT

Roads in a "poor" category will typically require rehabilitation within the next 5 years. In some cases, preventive reseal treatments are still feasible provided the intervention is done soon and the roads are not allowed to deteriorate much further. The opportunity to maintain these roads with cost-effective measures is brief since 1,609 km (29%) of paved roads was rated in a "poor" condition in 2017.

A substantial portion of the road network operates currently within the 'fair' condition category, placing a huge demand on the reseal need of the Province to prevent further deterioration and subsequent expensive future rehabilitation costs.

### 6.2.3.2.3 Coal Haulage Network

Mpumalanga generates 75% of the Country's electricity hence the strategic importance of the coal haulage network. As a result, the provincial coal haul network carries extensive volumes of traffic which places an extra burden on the maintenance and rehabilitation demands of the Province due to the increased heavy traffic loads of coal haul trucks. Due to the large traffic volumes and heavy loads on coal haul roads, the condition of these roads deteriorates faster than the rest of road network.

As part of a Government initiative to safeguard sustainable energy provision, special funding was made available to rehabilitate and maintain the coal haul road network. The Coal Haulage Road Rehabilitation Programme (CHRRP) commenced in earnest in April 2011.

Table 5 presents the proportion of roads driven by coal haul trucks. The percentage split between coal and non-coal haul roads is 30:70 for paved roads and 96:04 for unpaved roads.

**Table 5: Network length according to coal haul usage, 2017**

Paved/Unpaved roads	Non-coal haul usage (km)	Coal haul usage (km)	Non-coal haul (%)	Coal haul (%)
Paved roads	3,836	1,657	70%	30%
Unpaved roads	8,005	339	96%	4%
Sub-total	11,841	1,996	86%	14%

Source: Mpumalanga DPWRT

More than ever, there is a need for more aggressive road rehabilitation and maintenance programmes but this can only be effected with the allocation of the necessary resources (especially more skilful personnel) operating in a policy and procedurally driven environment in order to derive the utmost value for every cent invested.

### 6.2.3.2.4 Eskom

The high volume of trucks transporting coal to Eskom's power stations e.g. Grootvlei, Camden and Komati, as well as the Majuba power stations, Arnot, Hendrina and Tutuka has a severe impact on the road network of the Province which becomes damaged. To remedy the situation, Eskom made an investment on road repairs of R548 million rand and R100 million rand for pothole repairs. R950 million rand was allocated for the province's Coal Haul network phase I. The R950 million was meant to be spent in a period of three years (3) as follows:

- R150 million in 2011
- R640 million in 2012
- R160 million in 2013

**Table 6: Projects Implemented by Eskom**

No.	Description	Length (km)
1	Light rehab of P41/I Nigel to N3 & P101/I from Nigel to N17	34
2	Rehabilitation of Road N2 Ermelo to Camden	15.9
3	Reconstruction of P52/2 (R38) from R542 to Hendrina, N11 to Ermelo	54.4
4	Reconstruction of P48/2 Amersfoort to P97/I to D2514 Majuba turn off	13
5	Reconstruction of P30/I from Bethal to R544	11.2
6	Reconstruction of Road R542 between R35 and R38	22

Source: Mpumalanga Provincial Treasury

Eskom has endeavoured to move more of the transport of the coal required for its power stations from the Country's roads to rail transport. The construction of the Majuba road to rail project, whereby 14 million tonnes of coal per annum is supplied to the Majuba power station, commenced in May 2013. About 6.5 million tonnes of coal has been transported by rail through the new 68km railway line from Ermelo to Majuba power station (close to Amersfoort) to increase the tonnage transported by rail with 4.8 tons will be partly funded by the World Bank.

### Success and Impact

The coal haulage road repair programme has begun to make a positive impact on the Province's socio-economic life, through the contribution of all other stakeholders in particular the National Department of Transport, Eskom and National Treasury.

The programme has also opened opportunities and potential for Public Private Partnerships (PPPs) with coal mines and companies like Sasol. These companies have also contributed towards the road repairs programme and maintenance of road sections

traversing close to their operations, thus helping in preservation of the road infrastructure and creating job opportunities.

### 6.2.3.2.5 The Maputo Development Corridor

The Maputo Development Corridor runs through the most highly industrialised and productive regions in Southern Africa, unlocking the regions of Mpumalanga, Gauteng, North West, and Limpopo Provinces. The corridor comprises road, rail, border posts and terminal facilities.

The biggest share of the corridor runs through Mpumalanga, which contains the bulk of South Africa's coal mining output and 50% of the national coal reserves, which is exported via the Matola Coal Terminal in Matola Port, Maputo.

The corridor also links with production centres in Gert Sibande District which contains a large bulk of South Africa's electricity generating coal fired power stations and through Nkangala District centres for coal, vanadium and stainless steel mining and production, as well as being the principal areas of maize production in the Province's agricultural sector. The corridor provides the primary means of access to the breathtakingly beautiful Highlands Meander, Escarpment and Lowveld in the Ehlanzeni District Municipality, a major national and international tourism destination.

### 6.2.3.2.6 Maintenance

The road network of Mpumalanga continues to experience gradual deterioration consistent with a typical road performance curve. The rate of decay has however been hastened by several factors, including the improvement of the economic status of urban dwellers. This is reflective in the increase of the number of vehicle ownership and business activities in the Province. This has led to the substantial increase in traffic volumes on both provincial and national roads. Secondly, illegal and uncontrolled access of heavy loaded vehicles is also of grave concern. The above scenarios alongside many other factors continue to exert pressure way beyond the bearing capacity of the road pavement structure. On the other side, the Government continues to pay out compensation amounting to millions of Rands on legal claims for pothole damages and road safety.

The road network of the Province suffers severely under budgetary constraints. The Current Replacement Cost (CRC) for the paved and unpaved road networks is R121 billion and R8.1 billion, respectively. The Current Depreciated Replacement Cost (CDRC) is R9.1 billion and R3.6 billion for the paved and unpaved road networks, respectively. These are well below typical norms for asset management where a percentage of not less than 85 is recommended. The overall unpaved road network remains on the brink of the "poor" condition category. Gravel wearing course material is a scarce and expensive commodity, and alternative

**Fig 5: Summary of performance output over the 25-year period on roads infrastructure**



*Kindly note that the figures are indicative of the minimum performance achieved over the years as source information is not available and complete in some years: DPWRT internal report*

maintenance strategies should be considered especially for these lower trafficked roads to alleviate the financial demands of this large unpaved road network.

The importance of gravel roads is often underestimated, but such roads play a crucial role in providing access to rural and distant communities and facilities. Although gravel roads carry only about 15% of the total traffic on the Provincial network, they measure 8343km versus the 5 494km of paved roads. Graveling and regular grading of these roads should be a high priority to ensure acceptable travel standards, as it is impossible to upgrade any significant portion of the gravel road network to paved roads at the going rate of R6million per kilometre and more.

Current investment levels are insufficient and maintenance programmes are lagging. Given the government's limited finances, private funding will need to be sourced for some of these investments, and policy planning and decision-making will require trade-offs between competing national goals.

#### **6.2.3.2.7 Maintenance Management System (MMS)**

Great strides have been achieved thus far with the completion of the study on the road's maintenance *modus operandi*. Solutions and best practices have been offered and a series of training courses are scheduled for technical teams throughout the Province in the coming financial year. The computerized MMS requires the completion of the user specifications, functional specifications, and business analysis. With the full implementation of the MMS, the Province seeks to achieve more effective and efficient roads maintenance productivity.

Preventive maintenance is an important cost-effective measure to maintain a road network under constrained funding levels. It includes activities such as reseals and fog-sprays for paved roads and graveling for unpaved roads. These measures effectively delay the deterioration of an existing road network, thereby extending the useful periods of the roads by many years while additional funding can be sourced.

This is also the purpose of the Provincial Roads Maintenance Grant (PRMG), namely: "To supplement provincial investments for preventive, routine, emergency maintenance and road rehabilitation of provincial road networks."

#### **6.2.3.2.8 Success and Impact**

Due to the capital intensiveness and multi-beneficial nature of road investment, it has played a pivotal role in alleviating the suffering of indigent communities and boosting of local economies through community participation initiatives and enterprise involvement. Bearing this in mind, the importance and contribution of roads infrastructure towards economic growth and development is manifold and cannot be underestimated.

The roads maintenance projects presented opportunities for job creation and poverty alleviation through the Siyazenzela Road Maintenance Programme. This is a typical poverty alleviation programme creating sustainable jobs for the marginalised. The programme targets mostly women from women-headed households who are employed to maintain rural roads. This programme promotes the use of labour-intensive methods to do routine maintenance work.

In line with achieving EPWP imperatives, Government continued with its roads maintenance programme by engaging local and emerging contractors in preventative maintenance - road grass cutting, patching, graveling, and resealing.

#### **6.2.3.3 Non-Motorized Transport Infrastructure**

##### **6.2.3.3.1 Integrated Rural Mobility and Accessibility (IRMA) Projects**

In 2006, the Department developed and published the Integrated Rural Mobility and Access (IRMA) Strategy that seeks to address infrastructure challenges in rural areas. This was an initiative of the Province to implement the National Rural Transport Strategy. Most people who live in deep rural areas are unable to access basic services due to lack and poor infrastructure and transport services in these areas.

The strategy seeks to employ innovative ways to address the infrastructure shortfall and mismatches by:

- Provision of appropriate and integrated rural transportation infrastructure and services complete with adequate funding streams for maintenance and development;
- Promoting the use of non-motorised transport, like bicycles, animal drawn carts and other low-technology transport solutions, focusing particularly in "deep" rural areas with relatively impassable roads and tracks, as well as on the mobility needs of women, learners and other vulnerable groups in society;
- Supporting the establishment of multi-purpose service hub and satellite centres, with the latter functioning also as priority nodes for periodic markets and services, business or logistical support centres, upgraded schools or education resource centres, and Agro-processing facilities; and
- Facilitating the development of transport brokering and logistical services and well-publicized market schedules, as well as the harnessing of advancements in information and communication technologies with a view to establishing an inter-linked range of demand-responsive rural transport services.



### 6.2.3.3.2 Outcome

The IRMA projects have had a huge impact on the lives of people residing in rural areas. In many parts of the Province some school children and nursing mothers are now able to access schools and health facilities without risking their lives to cross dangerous rivers and streams. Road safety has improved through the construction of sidewalks which enable pedestrians to use the sidewalks rather than walking on the road, thus reducing road accidents. The IRMA projects also played a pivotal role in job creation for the people in rural areas. Projects completed from 2006/7 to 2019/20 include:

**Table 7: Projects Completed under IRMA (2006 – 2019)**

Footbridges	Bus Shelters	Culverts	Sidewalks/ Walkways	Pedestrian Bridges	TOTAL
6	118	35	10	7	176

*Kindly note that the figures are indicative of the performance achieved over the period 2006-2019 as source information is not updated*

### 6.2.4 Job Creation

Infrastructure investment, amongst others, focused not only on maximizing the economic benefits derived from its construction but further achieving social objectives to activate and support local economies. It has proven to be critical in human development and improves productivity in all aspects of economic endeavor, if it is done in a manner that is sustainable, sound, responsive, effective and efficient. Infrastructure is worthless if it does not elevate the economic status and well-being of the people to whom it serves and must be centered on human capital development.

Government convened the Growth and Development Summit (GDS) in June 2003, at which it resolved that an EPWP would be established to ensure that R100 billions of planned government expenditure is targeted for employment-intensive programmes. It was agreed that a vision for growth and development be adopted, a set of priorities for joint action identified, and a process set in place to ensure that the identified programme of action is carried out.

The GDS resulted in an agreement on several interventions aimed at reducing household poverty and vulnerability, including public investment initiatives, sector partnerships and strategies, local procurement, small enterprise promotion, support for cooperatives, and EPWPs. The GDS Agreement stated: “EPWPs can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. These EPWP projects will be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in future.”

The impact assessment study of EPWP I, indicates that many

beneficiaries' lives were positively impacted. The positive change was attributed to various reasons. Chief among the reasons was the essential body need to provide family with food. It was a big challenge for most household to be able to provide for their families in terms of the food requirements and EPWP projects made it easier for a lot of families to manage to have food on their tables.

Secondly, beneficiaries attributed the positive impact to the opportunity to develop their personal skills, through the opportunities they were afforded by the programme and subsequently, were able to do better things in their lives than before. The latter is quite important as it might give an indication that the goal to turn beneficiaries into independent individuals, who do not to rely on government projects indefinitely, is possible.

Investment in skills development is also crucial to the delivery of the infrastructure mandate. To unlock potential and attract required skills, a range of capacity building initiatives were developed to optimize the attraction and recruitment of targeted groups. These include, the Internship Programme, Learnership Programme, National Youth Service (NYS) Co-operatives, Young Professionals Programme and resuscitation of workshops through the Artisan Training Programme.

### 6.2.5 Infrastructure Master Plan

The Mpumalanga Provincial Executive Council directed the DPWRT to embark on a process to develop the Mpumalanga Infrastructure Master Plan (MIMP). The DPWRT appointed CSIR Built Environment in December 2011 to develop the MIMP. The MIMP is based on a multi-disciplinary study dealing with the full spectrum of infrastructure, including, amongst others, basic infrastructure, social infrastructure, and economic infrastructure intended to unlock economic development potential within the Province.

The MIMP cuts across a wide range of development sectors and represents a key element towards the future sustainable development of the Province. Another important dimension to the MIMP is that it is consistent and compatible with the requirements of policies and plans at national, provincial, and local level. Important policies and plans in this regard include:

- National Development Plan.
- Provincial Growth Path.
- Mpumalanga Vision 2030.
- 14 National Outcomes of Government.
- National Spatial Development Perspective.
- Mpumalanga Economic Growth and Development Path (MEGDP); and
- Mpumalanga Provincial Growth and Development Strategy (PGDS).

The development of the MIMP has been an enormous task that required interaction with the different spheres of government and a variety of other stakeholders in the Province. The MIMP was completed in the 2012/13 financial year. However, the plan has since been updated to include the Sustainable Integrated Human Settlements Master Plan so that the Province has one consolidated infrastructure master plan. The Inter-governmental relationship between the three spheres of Government was strengthened thus ensuring integrated infrastructure planning and delivery in the Province.

### 6.3 Future Strategic Direction

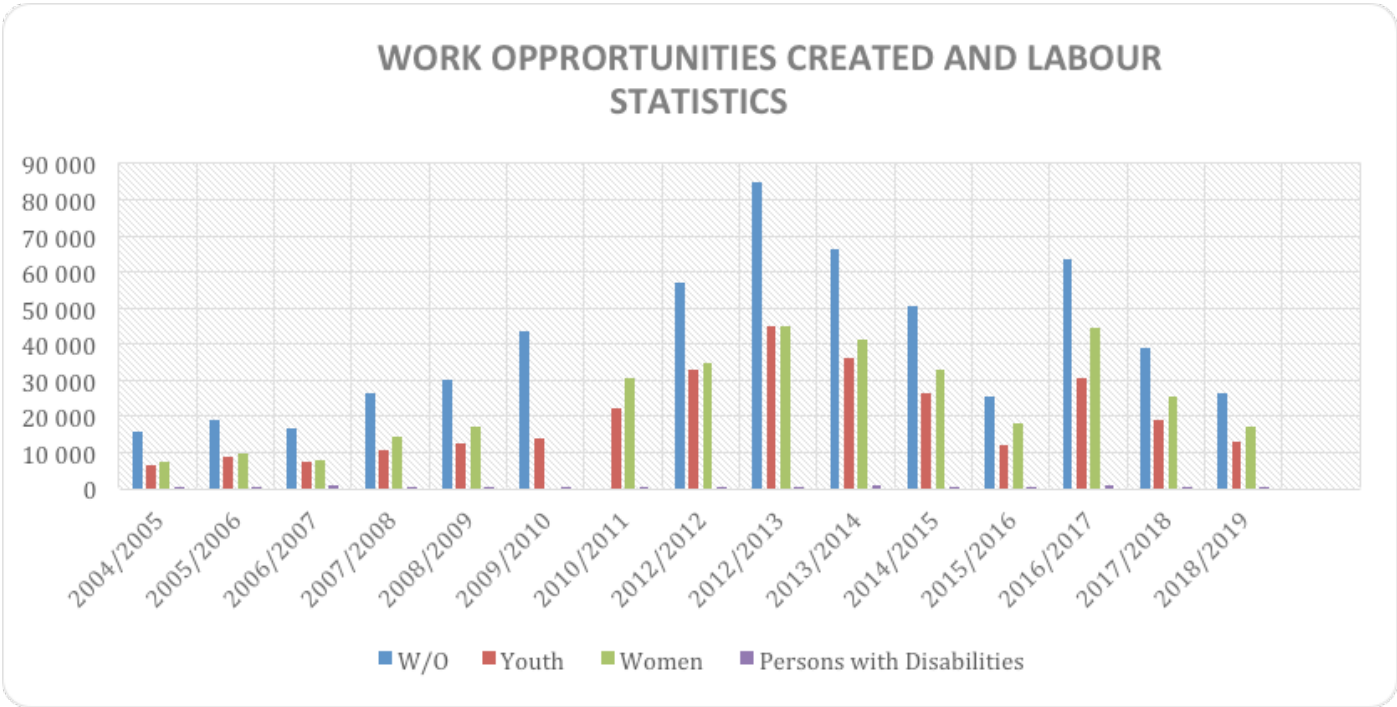
Government needs not only to better coordinate collaborative investment by businesses and provincial and local government into key infrastructure projects, but to shape its institutional, policy and regulatory environment in order to enable investment, realise the desired efficiencies, improve infrastructure delivery and contribute to economic growth and employment creation.

Mpumalanga's Vision 2030 Strategic Implementation Framework suggests the following priority infrastructure development programmes:

1. Accelerate completion and implementation of the Infrastructure Master Plan, ensuring that it spans:
  - Co-ordinated and phased increase in capacity for water, transport and energy
  - Regulations to foster effective and appropriate emissions improvement
  - A balancing of the needs of industry, agriculture, settlements and environment, mindful also of social needs such as jobs
  - Adequate maintenance of infrastructure, e.g. roads, water treatment facilities, clinics and hospitals, schools, etc.
2. Improve road transport networks including feeder roads in support of provincial corridor approach:
  - As support for Agro-processing and forestry
  - To enhance tourism and access to work opportunities
  - For local economic development and market access
3. Economic infrastructure to focus on district competitive advantages:
  - Steel Industry: Witbank, Middelburg, Mashishing
  - Petrochemical Industry: TEKS Complex in Govan Mbeki
  - Forestry Industry: Sabie, Lothair, Mkhondo
  - Agri Industries:

- Seven CRDP Pilot Areas (Rural Nodes)
- Secondary Nodes
- Primary Nodes along provincial corridors
- Mining Beneficiation: Witbank, Middelburg, Mashishing, Secunda, Ermelo
- Tourism Industry:
  - Kruger 2 Canyon
  - Songimvelo-Malolotja Trans Frontier Park

**Fig 6: Work opportunities created and Labour Statistics**



**Source: DPWRT internal report**





## CHAPTER 7

# OUTCOME 7: VIBRANT, EQUITABLE AND SUSTAINABLE RURAL COMMUNITIES WITH FOOD SECURITY FOR ALL



## 7.1 Mpumalanga in 1994

The democratic government inherited the Land Act of 1913, which formalized the land dispossession of black South Africans. African land usage to 'native reserves', with communal land tenure was administered by traditional leaders. Black people were restricted to 13% of the land, yet they constituted 87% of the population.

## 7.2 Development since 1994

The economy of Mpumalanga is characterised by mining, industry, tourism, agriculture and power generation, all of which are strongly dependent on natural resources, and whose activities result in land transformation and the production of waste and pollution.

Mpumalanga Province continues to face several problems which constitute the following key aspects:

- In 2011, Mpumalanga's Poverty Rate was 41.6% or some 1.59 million of its citizens that lived in households with an income less than the poverty line income.
- Rural areas continue to be marginalised economically and are highly dependent on social grants.
- More than 60% of Mpumalanga inhabitants reside in rural areas and agriculture is seen as a panacea of development.
- Mpumalanga houses five of the former homelands namely former KaNgwane, Kwa Ndebele, Gazankulu, part of Lebowa and Bophuthatswana with high incidences of poverty and food insecurity.
- A high backlog on basic service delivery including agriculture infrastructure is prevalent.
- A combination of challenges such as droughts and high costs of production, made communities abandon the culture of sustainable household food production.
- The Province is still facing a challenge of empowering the farmers to graduate from subsistence to commercial agriculture as well as facilitating Agro-processing.
- Unskilled labour force.
- Lack of interest from youth in agriculture (low incentives);
- Declining share of contribution of agriculture to the economy.
- Increased competition for land and water e.g. Mining and urban sprawl placing pressure on agricultural land
- Sectoral determination of Farm Workers Act – job shedding and over-reliance on illegal foreign workers (Mozambique, Swaziland & Zimbabwe); and
- Agriculture regarded as the main solution to rural development.

### 7.2.1 Agricultural Infrastructure

The Province has increased investment in agricultural infrastructure in support of smallholder farmer development, with former

homeland communal areas as a priority. The Province has installed 74 irrigation systems and 535 boreholes sited, drilled and equipped. This was to support small-scale and subsistence farmers to produce to address food insecurity. 33 earth dams were constructed and repaired over the years to address water shortages, mostly for livestock. This has gone a long way in addressing the mortality rate of livestock during dry seasons due to water shortages. 125 km of farm roads were graveled after rains for easy access to the farms and projects. Ten (10) new Veterinary Clinics built and 1 refurbished to ensure that all farmers receive the necessary animal health care within reach. Mpumalanga is the first Province to have a dedicated Clinical Services Unit and Veterinary nurses to deal with cases referred to the clinics. The Province was also first in the Country to introduce Veterinary Mobile Clinics when it procured 11 of these facilities to ensure easy access to health care to animals. 236 dip tanks were built and maintained, especially in the red line zone to control animal diseases.

### 7.2.2 Skills Development

The Province had a Lowveld College of Agriculture that offered Higher Certificates and Diplomas in crop production and Agricultural extension Diplomas. Furthermore, the College supported the Further Education and Training for skills development of the farmers. The College produced over 500 graduates who acquired Higher Certificates and Diplomas in plant production and agricultural extension. After the Lowveld College of Agriculture was incorporated into the University of Mpumalanga, the Department continued to provide training to farmers through the 2 newly established Farmer Training centres which are the former Marapyane and Elijah Mango Colleges to maintain the institutional capacity and skills development.

### 7.2.3 Promotion of Production of Biofuels

The Department continued to strengthen further investments to promote the production of biofuels from locally produced crops, which would create many thousands of new jobs in the agriculture value chain. The Province identified and supported 144 farmers that are producing soya for the Oilseed Crushing Plant in Standerton in the Lekwa Local Municipality. Farmers were also supported with mechanisation to plough, plant and harvest 600 ha soya beans fields.

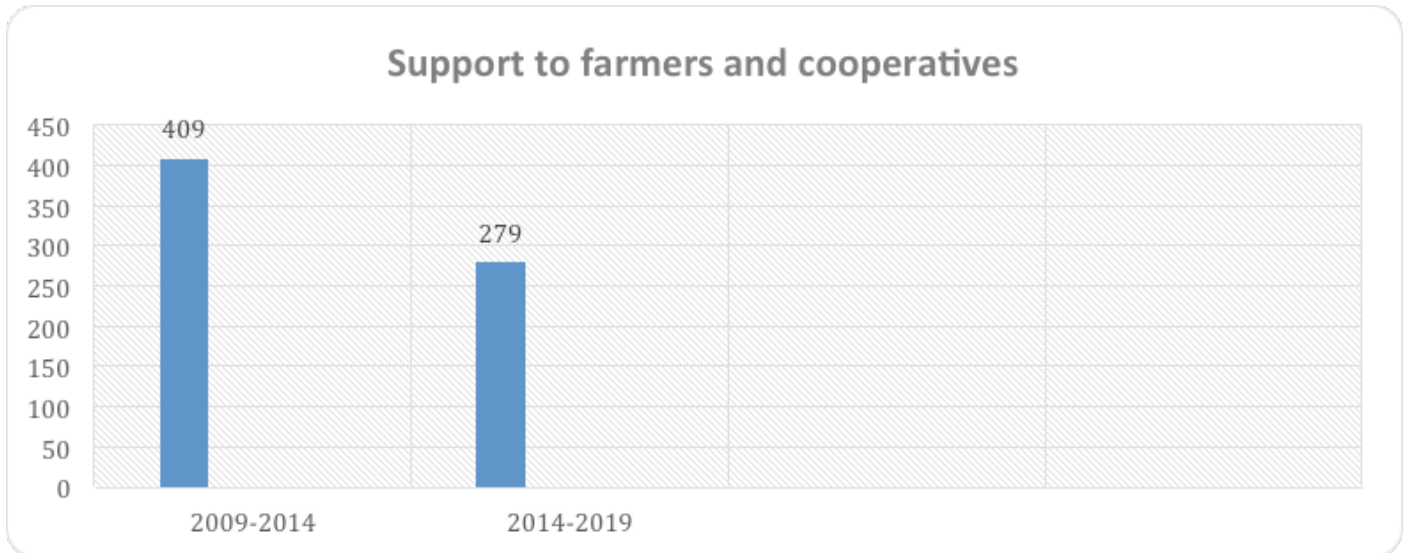
### 7.2.4 Support for Farmers and Cooperatives

The Province continued to provide comprehensive support to subsistence farmers for food security and further strengthened support for co-operatives in marketing and supplying activities to enable small-scale producers to enter formal value chains and take advantages of economies of scale. For the period 2009 to 2014,



409 Cooperatives were established while 279 were established during the 2014 to 2019 period.

**Fig 1: Famer Support Programme**



**Source: DARDLEA internal report**



### 7.2.5 Support to Crop Production Farmers

The Phezukonkhomo Mlimi Programme, formerly known as Masibuyele Emasimini, provided mechanization, ploughed and planted 168 500.92 ha for subsistence farmers and land reform beneficiaries. 8 296 Food gardens were supported with various types of infrastructure and tools that included water tanks, fencing, garden tools, seeds, and seedlings. 42 544 farmers received training and 72 250 farmers were provided with extension and advisory services (A farmer is counted per session, hence one farmer is counted multiple times). 6 farmers received comprehensive support and have since been commercialised and provided with infrastructure, including certification and compliance with South African Good Agricultural Practice (SAGA.)

Seven Co-operatives were supported with infrastructure to qualify for the SAGAP standards which would enable them to supply their produce to any market. The infrastructure provided included some of the following: Ablution facilities to improve on a healthy environment, paving for ease of produce movement, pack houses with packing tables and fencing.

### 7.2.6 Support to Livestock Farmers

The Masibuyele Esibayeni Programme is another programmes that was introduced for food security and improvement of breeds for emerging livestock farmers. Through this programme, different sets of breeding stock and animal handling facilities were provided to emerging livestock farmers since its inception. The following support has been provided:

- 1, 144 beef cattle (44 pregnant) provided to livestock farmers;
- 3, 131 Nguni cattle (101 pregnant) provided to farmers;
- 153 dairy cattle (3 pregnant) provided to farmers;
- 253 pigs (23 pregnant) provided to livestock farmers;
- 468 sheep (18 pregnant) provided to livestock farmers;
- 416 goats (16 pregnant) provided to livestock farmers; and
- 66 animal handling facilities were constructed.

### 7.2.7 Youth Participating in the National Rural Youth Services Cooperatives

To increase the number of youths participating in the Agricultural Sector and contribute to job creation and food security, the Province introduced the Fortune 40 Young Farmer Incubation Programme and recently introduced the Tractor Fleet Repair Management.

#### 7.2.7.1 Fortune 40 Young Farmer Incubation Programme

20 Fortune 40 Young Farmer Incubation Cooperatives and farms are currently at different levels of development since the launch of

the Youth Programme in September 2015, whilst 14 are producing vegetables, and another 3 producing livestock & vegetables. Nine (9) of these farms are supplying their vegetable produce to the Government Nutrition Programme (GNP). Another 15 Fortune 40 farms/ projects, of which 8 of these, have since been identified and are at different stages of infrastructure development, such as, fencing and irrigation system installation, whilst the remainder, 7, are in the process of being identified pending availability of arable land.

The Fortune 40 Farmer Incubation Pilot Programme developed a total of 366 youth which comprise of 211 from Ehlanzeni Municipality (96 Bushbuckridge, 20 Thaba Chewu, 65 Mbombela and 30 Nkomazi). In Gert Sibande there were 56 youth who were part of the programme ( 20 Dr Pixley Ka Seme, 10 Chief Albert Luthuli, 20 Mkhondo and 6 from Msukaligwa). From Nkangala Local Municipality it comprised of 100 youth (40 Steve Tshwete, 50 Thembe Hani, 20 Victor Khanye and 10 Dr JS Moroka.

#### 7.2.7.2 Tractor Fleet Repair Management

The biggest challenge that farmers face is the high rate of tractor and implement breakdown. The Province has initiated an in-house tractor servicing programme to train tractor mechanics to provide tractor maintenance services of the Departmental tractor fleet. To date, the Province has provided accredited tractor mechanic certificates to 7 youth and 6 youth as in-house training officials, from the local community. They have already started providing full tractor maintenance, servicing and repairing the tractors fleet. The Province continues to roll out this programme throughout the three Districts with the new intake of 80 young trainees. The fleet maintenance in the farms has benefitted 8 498 farmers from 2014-2019.

### 7.2.8 Agro-Processing, Rural Industries, Trade Development, Access to Local Markets and Financial Services

#### 7.2.8.1 Agri-Hubs

Three Agri-Hubs in the three Districts of the Province (Mkhuhlu, Mkhondo and Dr JS Moroka) have been constructed to serve as Agro-processing and value-adding facilities for local farmers. The Agro-processing hubs will in future ensure that farmers fully participate as shareholders in the value adding processes of their produce like commercial farmers. The development of the Agro-processing industry for the emerging farmers will ensure their processed products reach the large food chain stores and the local small retail businesses. Greater support and investments are required to ensure the sustainability and building of the brand for these farmers through various funding models including PPP's.

### 7.2.8.2 Maize Mills

2 fully functional Maize Mills were developed in support of grain farmer trade in Nkomazi West and Mbuzini farmers. Maize meal is a South African staple diet and the demand for maize mealies and processed maize products are increasing. The demise of the large millers has opened an opportunity for small scale millers to enter the market. Greater support is required in the building of the business, market and access to the market.

### 7.2.8.3 Dairy Production

The Department is also driving towards more black farmers partaking fully in the dairy production. Most black farmers are excluded from this market due to lack of resources and entry barriers in the market. A pilot project of 4 subsistence farms has been identified in the Gert Sibande District for potential development into commercial dairy farms. 2 of these 4 farms were found to have the capacity for immediate commercialisation. The Province has since provided these farms with technical and infrastructure support, which included water development and fencing.

A detailed business plan for the actualization of this pilot project with special emphasis on Business Skills, Management, Infrastructure requirements, technical skills, market penetration and financial model must be developed to realise the operationalisation of the commercialisation.

### 7.2.9 The Comprehensive Rural Development Programme

The CRDP is a response to food insecurity, poverty, unemployment and inequality, and the biased distribution of ownership of wealth and assets. The CRDP is a direct response to the National Development Plan's triple challenges (poverty, unemployment and inequality) redress. The strategic objective of this programme is to facilitate and stimulate social cohesion, integrated development and economic growth through participatory approaches in partnership with all sectors of society.

The CRDP has been rolled out in 8 local municipalities comprising 48% of the provincial population. Through the CRDP, the Province has renovated 44 and built 24 schools and 10 906 houses have been built using materials supplied by the local population. The CRDP has created 78 278 jobs to date – 50% of these jobs were allocated to women, 30% to youth and 0.2% to people with disabilities.

The Mpumalanga Province CRDP programme scooped the second runner up in the 2013 All Africa Public Sector Innovation Awards. This award is testimony to the efforts and impact of the CRDP programme to the lives of the people in the Mpumalanga Province. Our programme implementers have been motivated to work smarter and effectively.

### 7.3 Challenges

- Access to the market remains a barrier to emerging farmers and new entrants
- Lack of interest by youth in farming
- Climate change and deteriorating rainfall pose a threat to food security
- Shortage of mechanisation for emerging farmers
- High level of mechanisation breakdown

### 7.4 Recommendations

- Recruitment of graduates and youth into farming and incentive schemes.
- Value chain creation for emerging farmers to access market
- Reduction of green gas emissions
- Establishment of maintenance workshops across the province





## CHAPTER 8

### OUTCOME 8: SUSTAINABLE HUMAN SETTLEMENTS AND IMPROVED QUALITY OF LIFE





## 8.1 Mpumalanga in 1994

“The lack of adequate housing and basic services in urban townships and rural settlements today has reached crisis proportions. The urban housing backlog in 1990 was conservatively estimated at 1.3 million units, including hostels and rural areas. The backlog had risen to approximately three million units by 1994. To this, should be added an estimated 200 000 new households each year. There is, unfortunately, little research available on the rural housing situation and the former Bantustan’s” (RDP document: 1994).

“The major challenges for sustainable housing and human settlements development include:

- Dysfunctional settlement patterns across the country; a fractured housing market with inequitable access to its workings and benefits; an ongoing affordability problem (income and human resource poverty); weak spatial planning and governance capabilities; uncertain prospects of densely settled rural areas; the need to ensure continued provision of housing and basic services (addressing asset poverty) to meet a complex set of housing affordability needs; the need to reactivate strong social solidarity amongst communities and the building of capable and confident citizens.
- Informal settlements and backyard shacks present a particular challenge related to the pursuit of economic livelihood opportunities linked to a fundamental shift in the structure of households and survivalist strategies. Most migrants utilise informal settlements, which constitute the most affordable housing as landing points in towns and cities. With a declining delivery rate of supply of public and private housing and the inability of migrants and other unskilled people to break into the labour market and improve incomes, they find it difficult to move out of shacks into more formal accommodation” (NDP document).
- The continued imbalance spatial planning at municipality levels are a serious barrier to integrated human settlement. Rural areas under the custody of tribal councils falls outside of the municipal spatial planning and continue to pose basic service delivery challenges in a proactive approach. The poor coordination and lack of institutional framework between traditional councils and municipalities is continuously and unabatedly contributing to the establishment of new settlements in rural areas without and proper planning and basic services infrastructure planning.
- The lack of suitable land for human settlement closer to urban areas where many of the rural poor and township population work remains a threat to integrated human settlements. Many people commute from far to get to work and spend over 25% to 30% of their income on transport every month. The vision of ensuring people live closer to their

work environment is yet to be realised. It is anticipated that the proposed amendments to the constitution to allow for expropriation of land will assist in the acquisition of land to bridge this gap.

## 8.2 Development since 1994

Section 26 of the Constitution stipulates that “everyone has the right to adequate housing; the State must take reasonable legislative and other measures within its available resources, to achieve the progressive realization of this right”. Government has since enacted various pieces of legislation and adopted numerous policies and programmes to give effect to the housing rights.

### 8.2.1 Mpumalanga Human Settlements Master Plan, 2014

Mpumalanga Province has developed a Sustainable Human Settlements Master Plan which calls for accountability by all development partners and administrative components in the human settlements’ development value chain.

Mpumalanga Upgrading of Informal Settlements Provincial Forum (MUISPF) was established as a mechanism of interacting with other spheres of government, non-governmental organisations (NGOs) and the private sector. In the MUISPF, policies such as the Comprehensive and Sustainable Human Settlements Master Plan (CSHSM) are implemented to develop the multiyear human settlements plan.

### 8.2.2 Human Settlements Delivery

Since 1994, the Mpumalanga Human Settlements has delivered 267 521 housing opportunities. These include the provision of serviced sites, RDP houses (fully and partially subsidised units), and rental units. In addition, 27 086 persons were granted ownership through the Discount Benefit Scheme. The houses were built through difference housing instruments/interventions including Rural and upgrading of informal settlements

#### 8.2.2.1 Social and Economic Facilities

The Province has, through the human settlements programme, constructed a total of 30 community halls and 13 Child Care Centres completed during a period 1994-2019 across the 3 districts.

### 8.2.2.2 Land

The Department has purchased 42 portions of land, measuring over 3 188.89 hectares, for human settlements development in different municipalities of Mpumalanga. These portions of land are well located close to economic activities and towns, and are earmarked for maximum development which will include residential development, serviced sites, schools, clinics, community halls and other social amenities in pursuit of the vision of ensuring that the working class are brought closer to their working place and integrating our different communities. To date, the province has invested a total of R 638 107 540.00 on the purchase of land for human settlements.

### 8.2.2.3 Upgrading of Informal Settlements

The Government of the Republic of South Africa is party to the United Nations Millennium Development Goals then, now the Sustainable Development Goals, which provide for the significant improvement in the lives of at least 100 million slum dwellers by 2020. In addition to these conventions, South Africa adheres to the following declarations under the UN Habitat programme: the Vancouver Declaration on Human Settlements (1976), the Istanbul Declaration on Cities and Other Human Settlements (1996) and the Habitat Agenda (1996), the focus of which is to address the plight of persons without adequate housing.

The Upgrading of Informal Settlements Programme is consistent with the Sustainable Development Goal number 11 which provides for Sustainable Cities and Communities. The primary objective this goal is to make Cities and Human Settlements inclusive, safe, resilient and sustainable. At a local level, South Africa has committed its goal 11 to the following:

- Safe and Affordable housing
- Inclusive and Sustainable Urbanisation

The Mpumalanga Province is equally committed to eradicating informal settlements. The programme included, as a last resort, in exceptional circumstances, the possible relocation and resettlement of people on a voluntary and co-operative basis because of the implementation of upgrading projects.

During the past 25 years, the Province has upgraded 53 informal settlements on an ongoing basis. These settlements are in the below-mentioned municipalities:

- Mkhondo (3), Thaba Chweu (4), City of Mbombela (14), eMalahleni (20), Victor Khanye (6), Chief Albert Luthuli (3), Nkomazi (2) and Steve Tshwete (1)

### 8.2.2.4 Sustainable Integrated Humans Settlements

A new programme has been introduced to facilitate the development of integrated human settlements in well-located areas that provide convenient access to urban amenities, including places of employment. The programme also aims to facilitate social cohesion in support of Goal 11 of the South African Sustainable Development Goal.

The Province has created 15 new sustainable human settlements (BNGs) in the following municipalities:

#### Ehlanzeni DISTRICT MUNICIPALITY

The province has implemented the (BGN) sustainable human settlements programme in the Ehlanzeni region covering the City Mbombela (Tekwane Ex1 & 2, Emjindini (Ext 17 & 18). In the Nkomazi Municipality, the project was implemented in Malalane Ext 7 and in the Thaba Chweu Local Municipality, (Mashishing Ext6 & 8 and Sabie Ext 10)

#### Gert Sibande DISTRICT MUNICIPALITY

In the Gert Sibande District, the Sustainable Human Settlements programme benefitted Ext 8 in the Lekwa Local Municipality, Balfour Ridge View in the Dipaleseng Local Municipality, Wesselton Ext 7 in the Msukaligwa Local Municipality and Emzinoni Ext 11 in the Govan Mbeki Local Municipality.

#### Nkangala DISTRICT MUNICIPALITY

Six projects were implemented in the Nkangala District benefitting the communities of Klarinet, Siyanqoba and Duvha Park in the eMalahleni Local Municipality. Two projects were implemented in the Steve Tshwete Local municipality for the communities of Rockdale North and Kwazamokuhle Ext while the Emakhazeni Local municipality also benefitted at Siyathuthuka. The Sustainable Human Settlements Programme also ensured the revitalisation of distressed mining town in the Nkangala region.

### 8.2.3 Title Deeds

Owing to the difficulty of defining rural and urban areas, the conventional wisdom tends to view human settlements on a continuum from major metropolitan urban agglomerations through various secondary settlements, to small towns and down to widely dispersed homesteads in remote areas. All are regarded as interdependent and fulfilling different functions.

The various housing subsidy instruments need to cater for all these diverse circumstances. Bearing in mind the policy principle of tenure security.

It is a pre-requisite for the allocation of subsidies under each human settlements programme that a beneficiary community member be provided with proof of uncontested land tenure rights and that he/she qualifies for a new order tenure right on the portion of land allocated to him or her.

### 8.3 Key Challenges

The following are some of the challenges that are affecting the performance of the sector in the Province:

- One of the major challenges in the Province is access to bulk infrastructure. Municipalities have a backlog in terms of the provision of bulk infrastructure, especially water and sanitation;
- The demand for adequate housing opportunities (i.e. housing backlog) is on the increase and current interventions are not responding adequately to the demand;
- Mushrooming of informal settlements remains a challenge in especially the urban areas and mining towns such as eMalahleni, Govan Mbeki, Steve Tshwete and Mbombela; and the share of households in informal dwellings is very high in Dipaleseng, eMalahleni, Govan Mbeki, Lekwa, Steve Tshwete and Victor Khanye;
- Many townships where the houses are built are not proclaimed to allow the registration of Title Deeds;
- Municipalities contributed and are still contributing to the slow progress since they are delaying in the issuing of Clearance Certificates, despite the provisions of section 118(4) of the Municipal Systems Act, which provides for the non-requirement of the production of the certificates at the Registrar of Deeds before registration could take place; and
- The promulgation of the SPLUMA came with more conditions as it requires the payment of certificate fees and thus municipalities delay in issuing SPLUMA Certificates.

### 8.4 Future Strategic Considerations

Generally, Mpumalanga Province is mostly rural. However, the number of households in the Province increased from 1 075 488 in 2011 to 1 238 861 in 2016 (7.3% of total households in SA) an increase of 163 373 households in the 5-year period.

According to Stats SA, the number of households in informal dwellings in Mpumalanga is 135 039 in 2016 – 10.9% of the households (CS, Stats SA) – 4th lowest/best of the 9 provinces and better than the national average (Limpopo the best & North West the worst).

There is relatively a high increase in household numbers in areas such as eMalahleni, Govan Mbeki, Steve Tshwete and Mbombela. An average annual 4.1% increase in households (2011-2016) in these urban areas in general is high as well as other areas like Msukaligwa, Mkhondo, Lekwa and Umjindi. This fast growth of households puts pressure on areas' infrastructure and service delivery very visibly for example in eMalahleni.

Despite all the multi-sphere legislative, policy and strategy interventions, housing delivery remains one of the biggest challenges in all provinces including Mpumalanga. This challenge demonstrates the depth of the legacy of apartheid laws, policies and many other spatial planning legislations. A key element of the housing challenge is the ever-increasing backlog due to in-migration and urbanization.

In addressing the above, the **following considerations are key for the future:**

- Accelerate provision of basic services and government subsidized housing to qualifying beneficiaries in existing and new human settlements;
- Accelerate the provision of serviced stands in existing and new human settlements to accommodate the gap market;
- Accelerate the provision of the required social amenities and supporting urban infrastructure; and
- Accelerate issuing of title deeds and other secure land tenure rights options to housing beneficiaries in existing and new human settlements



## CHAPTER 9

# OUTCOME 9: RESPONSIVE, ACCOUNTABLE, EFFECTIVE AND EFFICIENT DEVELOPMENTAL LOCAL GOVERNMENT SYSTEM





## 9.1 Mpumalanga in 1994

*"Local government will often be involved in the allocation of resources directly affecting communities. Local government should be structured on a democratic, non-racial, and non-sexist basis. The Local Government Transition Act provides for the start of this process with the establishment of transitional councils, and the creation of a framework for the first non-racial local government elections. 5.12.2 The constitutional and legal arrangements, which provide for councils of local unity during the transitional phase, should be removed from the final Constitution to make local government more democratic. Existing local government legislation, including the Local Government Transition Act and the Provincial Ordinances, should be amended, or repealed where necessary by a competent legislative authority. 5.12.3 An estimated 800 segregated local authorities must be amalgamated into approximately 300 new local authorities with non-racial boundaries. The existing grading system for local authorities should be revised to reflect the needs of people, and not just existing consumption of services. 5.12.4 The demarcation of boundaries of local authorities should ensure that informal settlements on the outskirts of towns and cities, and urban settlements displaced behind homeland boundaries, are incorporated into the jurisdiction of new local authorities."* (RDP 1994).

## 9.2 Developments since 1994

The democratic processes that were introduced in 1994 have led to progressive transformation of the Local Government system in the country. A number of positive achievements have been realised through the introduction of vibrant legislation and policies that have re-shaped the systems of local government in the country. In the same breath, challenges were also encountered alongside whilst positive interactions have been made to mitigate adverse conditions that presented some obstacles.

The institution of Traditional Leadership exists alongside a democratic dispensation in South Africa. The pertinent question that needs to be posed is about the location of the institution of traditional leadership in the context of a modern governance system. Research conducted on political transformation worldwide has shown that modern societies and systems of governance are constantly changing. It is evident that traditional institutions and governance have not kept pace with political, economic and social transformation. There is, therefore, creative tension between democratic and indigenous governance structures.

The Mpumalanga Provincial Government was no exception of a number of remarkable success stories and challenges that were encountered by both the institutions of traditional leadership and local governance. Local government is at the forefront of participatory democracy involving citizens in meaningful deliberations regarding governance and development; is responsive to citizens' priorities and enjoys high levels of trust and credibility

amongst the public; whose employees are skilled, competent and committed to delivering quality services; is able to cost-effectively increase the quantity and quality of services and operates within a supportive and empowering intergovernmental system. The provincial government has strived to uphold and maintain the dignity of Traditional Leadership through construction and rehabilitation of Traditional Leadership offices and provision of their tools of trade.

*"South Africa's democratic Constitution sought to turn the apartheid patchwork of different tiers of government into a coherent system, devolving appropriate functions to provincial and local levels, including districts, municipalities and metropolitan areas. It linked these administrative bodies to political representation, creating the potential for provincial and municipal government to be held directly accountable by the communities they serve."* (NDP 2030)

The Constitution sets out the main objectives of the local government system: providing democratic and accountable government, ensuring the provision of services to communities in a sustainable manner; promoting social and economic development, promoting a safe and healthy environment, and encouraging the involvement of communities and community organisations in local government.

The 1998 White Paper on Local Government highlighted the need for local government to focus on realising developmental outcomes, such as the provision of household infrastructure and services; the creation of livable, integrated cities, towns and rural areas; the promotion of local economic development; community empowerment and redistribution. The White Paper also identified the need for municipalities to pursue integrated development planning and budgeting, and to work together with local citizens and other partners to fulfill their developmental mandate. All municipalities are expected to deliver on these functions despite the large variations in their levels of capacity.

Mpumalanga inherited several regions, most of them rural and historically deprived. Whilst local government was tasked as the "frontline" for redressing past socio-economic disparities, the challenge was that in areas that were the most deprived, capacity was often the weakest.

A report by the Department of Cooperative Governance and Traditional Affairs concluded that "much of local government" was "in distress" (COGTA 2009) and that there was significant variation in performance between "urban municipalities and those municipalities located in former homelands or predominantly rural areas".

"The provinces and municipalities exhibiting the worst service delivery performance often cannot even spend the funds allocated to them". For example, in 2005/06 provinces overall spent 84.5 percent of their capital budget, but Mpumalanga only spent two-

thirds of its capital budget<sup>1</sup>. This indicates the need for improving administrative capacity.

Since 1994, COGTA, in its various incarnations as a Local Government Department, has established programmes to improve the financial and technical skills of municipalities. Primary amongst these was “Project Consolidate”, which was supported by the Development Bank of South Africa (DBSA). The project used retired financial and technical experts to mentor and transfer skills to incumbents.

Between 2005 and 2007, a new initiative called the “Five Year Local Government Strategic Agenda” was put in place. This initiative focused on six key performance areas (KPA) including:

- Service delivery and infrastructure development;
- Institutional arrangements and organizational development;
- Local Economic Development;
- Financial Viability and Management;
- Good Governance and Public Participation;
- Cross-cutting issues, Disaster Management, IDPs and Capacity Building.

This initiative was followed by the introduction of the *Local Government Turnaround Strategy*, which took its cue from the newly introduced Outcome 9, i.e. “responsive, accountable, effective and efficient developmental local government system”.

The Local Government Turn-Around Strategy responded to the service delivery backlogs described in the above mentioned KPAs. Part of the Local Government Turnaround Strategy was also to introduce a special purpose vehicle, the Municipal Infrastructure Support Agency (MISA). MISA’s primary task is to intervene where there is a lack of capacity in town planning, engineering, finance/supply chain management and risk management. To date nine municipalities in Mpumalanga have been identified as beneficiaries of the MISA intervention, being Thaba Chweu, Bushbuckridge, Nkomazi, Dipaleseng, Mkhondo, Dr Pixley Ka-Isaka Seme, Chief Albert Luthuli, Thembisile Hani and Dr JS Moroka.

In addition to improving administrative and technical capacity, successive provincial government departments have also focused on supporting integrated development planning (IDPs) and local economic development (LED) strategies that drive economic development at the local level.

In 2015, the Department developed an Integrated Municipal Support Plan (IMSP) in line with the Back to Basics programme (B2B) to monitor the performance of municipalities and develop Support Monitoring Intervention Plans (SMIP) that are designed to address the challenges faced by each municipality. Municipalities are monitored on the five (5) pillars of Putting People First, Basic Service Delivery, Good Governance, Financial Management and

Building Institutional Capability. During the past four (4) years, the Department using both the B2B and IMSP has been able to reduce the number of dysfunctional municipalities from nine (9) to one (1) since these programmes were introduced.

Improvement on the performance of municipalities have been noted during the past four (4) years as nine (9) municipalities which obtained a qualified audit outcome in the 2014/15 financial year have been reduced to seven (7) with one (1) municipality obtaining a disclaimer audit opinion.

## 9.2.1 Development and Planning

This programme aims at strengthening municipalities on the development and planning requirements as well as coordinating and enhancing the delivery of quality infrastructure to improve the provision of basic services in the local government sphere. The following are the key highlights of the achievements by this programme:

### 9.2.1.1 SPLUMA Implementation

- All local municipalities are implementing the Spatial Planning and Land Use Management Act, 2013 (Act No. 16 of 2013);
- The Provincial Spatial Development Framework is currently being developed and will be concluded at the end of the 2018/19 financial year;
- All municipalities have Spatial Development frameworks and 6 are currently under review to align to SPLUMA;
- All municipalities in the Province have Geographic Information Systems (GIS) for effective spatial planning and land use management.

<sup>1</sup> Pillay (2009), in the NPC Institutions and Governance Diagnostic Report, 2010)

### 9.2.1.2 Work opportunities created

**Table 1: Work opportunities Created through CWP, EPWP and MIG**

CWP work opportunities	2011-2012	2012-2013	2013-2014	2014-2019
	2628	2 200	7 351	2 2851
	2015-2016	2016-2017	2017-2018	2018-2019
	19 785	25 554	27 313	29 381
	2019-2020			
	29 855			
Total CWP work opportunities from 2011 to 2019 166 918				
EPWP work opportunities	2012/2013	2013-2014	2014-2015	2015-2016
	530	119	120	130
	2016-2017	2017-2018	2018-2019	2019-2020
	135	127	105	95
Total EPWP work opportunities 131 888				
MIG	2015-2016	2016-2017	2017-2018	2018-2019
	6 233	5 467	3 318	3 754

**Source: COGTA internal report-unaudited data**

The implementation of the CWP is one of the many initiatives taken by national government to create work opportunities for the unemployed and empower the with skills that can enable them to be employable in the future to address the triple challenges of poverty, inequality and unemployment. The CWP was initiated in 2011 and during the period 2011 to 2019, the programme created 166 918 work opportunities.

The Expanded Public Works Programme was initiated in 2009 as part of ensuring the provision of poverty income relief through temporary work for the unemployed. The EPWP employs the unemployed through government, contractors and non-governmental organisations. The EPWP ensure that all non-skilled labourers, semi-skilled and other skilled labourers where available are sourced from the local community where infrastructure project are implemented. The programme also includes the sub-contracting of local small businesses as part of capacity building and enhancing the skills of the local community. The EPWP has since inception to 2019 , created 131 888 job opportunities across the Mpumalanga Province.

The Municipal infrastructure grant is the equitable share allocation to municipalities for the implementation of new infrastructure projects and refurbishment of existing infrastructure. In the same manner as the CWP and EPWP, municipalities are encouraged to ensure that the implementation of the infrastructure creates job opportunities for the beneficiary communities. The Implementation of infrastructure project through the MIG funding has created 18 772 work opportunities for the local communities across all municipalities in the Mpumalanga Province for the period 2015 to 2019.

Mpumalanga takes cognizance of the myriad of challenges facing the local government sphere limiting its ability to meaningfully contribute on these developmental programmes. The challenges inhibiting the successful implementation of this programmes have been summarised as hereunder:

- Poor recruitment of beneficiaries to this programme associated with nepotism
- Poor functionality of the institutional arrangement of these programmes
- Limited budget allocations
- Delays in payment of beneficiaries coupled with corruption (syphoning of beneficiary stipends by officials)
- Inability of some municipalities to spend their MIG allocations
- Poor or no reporting of created work opportunities by municipalities
- Outdated Municipality Plans (Master plans, WSD and IWPM's)
- Overloaded infrastructure and over usage

### 9.2.1.3 Access to Basic Services

The dawn of democracy in 1994 created a new dispensation in which access to basic services such as water, sanitation, electricity, and refuse removal was recognized as a fundamental human right. The Sustainable Development Goals (SDG's) states "Worldwide, one in three people do not have access to safe drinking water; two out of five people do not have a basic hand-washing facility with soap and water; and more than 673 million people still practice open defecation". The Mpumalanga Province has demonstrated a positive basic services delivery trajectory in a complex post-apartheid context, particularly with regard to improved access to

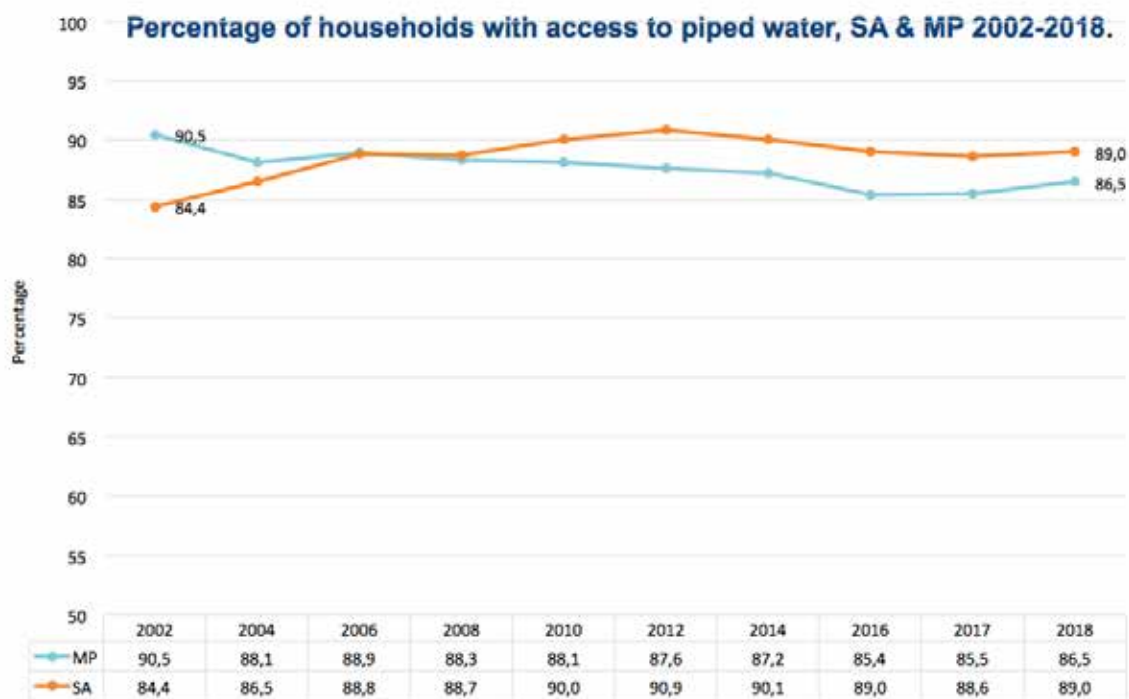
water and electricity and ensuring that we contribute towards the attainment of the SDG's targets.

### 9.2.1.3.1 Access to Water

- In 1996, Mpumalanga had 604 000 households, of which 497 000 (82.2%) had **access to piped water**. The number of households increased in 2001 to 733 000 of which 636 000 (86.7%) had access to piped water. The latest community survey report (2016) depicts a further increase in the households to **1 238 862** of which **1 090 893** (88.1%) have **access to piped water**. Mpumalanga province had the lowest "blue drop certification" score (these measures systems in place to treat, manage and monitor the quality of drinking water) in 2012 (the minimum rating is 50% and Mpumalanga scored 60.9%). The number of households with access to **basic water** increased from **1 020 638 in 2014** to **1 115 819 in 2018**, and currently **90.1%** of households have access to water in the Province, with a backlog of 9.9%.



**Fig 1: Access to Water 1996-2018**



Source: GH5 2018



### 9.2.1.3.2 Access to Electricity

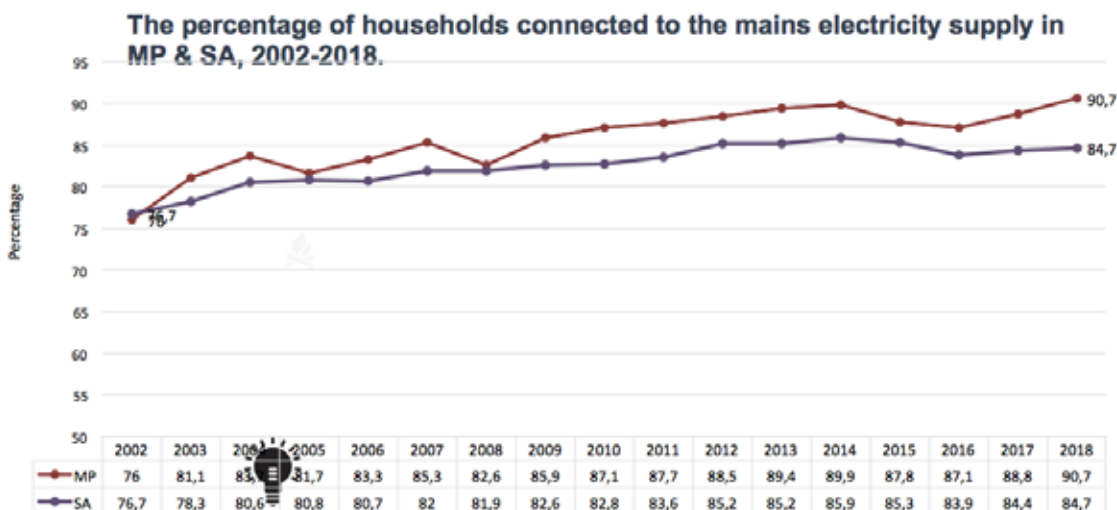
- In 1996, of the 518 000 households headed by Africans in Mpumalanga, 259 000 (50%) used **electricity**. In 2001, of 666 000 households headed by Africans, 435 000 used electricity. An increase was noted in the number of households with access to electricity from 965 599 in 2014 to 1 202 141 in 2019, and currently 97% of households have access to electricity in the Province.
- It is worth noting the following:
  - According to the SAIRR South Africa Survey (2012), 6% of households in Mpumalanga had access to landlines and 93% had cellular phone access in 2011; and
  - 31.4% of the households in Mpumalanga have access to the internet (8% in their own homes and 35% access elsewhere) as compared with 3.7% in 2007.

Although we can proudly state the improvement noted during the past 25 years there are still challenges that municipalities face in the provision of such services. Amongst others these include:

- Bulk infrastructure and electricity networks which are severely overloaded due to excessive added demand and growth of settlements. No commensurate plans were in place to upgrade infrastructure in order to cope with added demand.
- Scourge of illegal / unauthorized connections by households (Izinyoka) that have contributed and exacerbated the extent of electricity losses. This is partly the challenges of unaccounted for losses billed by Eskom which are currently unaffordable resulting to mounting Eskom Debt.



**Fig 2: Access to Electricity 1996-2018**



Source: GHS 2018

### 9.2.1.3.3 Access to Sanitation

- The percentage of households in Mpumalanga without toilets and still using the bucket system decreased (improved) from 14.7 per cent in 2001 to 7.2 per cent in 2011, (SERO, June 2013). In 1996, of the 604 000 households in Mpumalanga, 228 000 (37%) used flush or chemical toilets and 298 000 used pit latrines. In 2001, of the 733 000 households, 292 000 (39%) had access to flush or chemical toilets. In 2018, of the 1 238 862 households 1 134 615 (91.6%) have access to sanitation. Mpumalanga was ranked 5th in the country for the “green drop certification”, which measures systems in place to treat, manage & monitor the quality of wastewater. (Score 56%) The number of households with access to sanitation increased from 1 016 336 in 2014 to 1 202 140 in 2019, and currently 97% of households have access to sanitation in the Province.

The success in respect of access to basic services has been realised through a number of interventions in municipalities including the following:

- The deployment of technical experts from the Development Bank of South Africa (DBSA) to municipalities in order to improve the technical capacity through the Siyenza Manje Programme.
- The distribution and allocation of grants to Local Municipalities e.g. Municipal Infrastructure Grant (MIG), Integrated National Electrification Programme (INEP), Regional Bulk Infrastructure Grant (RBIG).
- The Municipal Infrastructure Support Agency and the

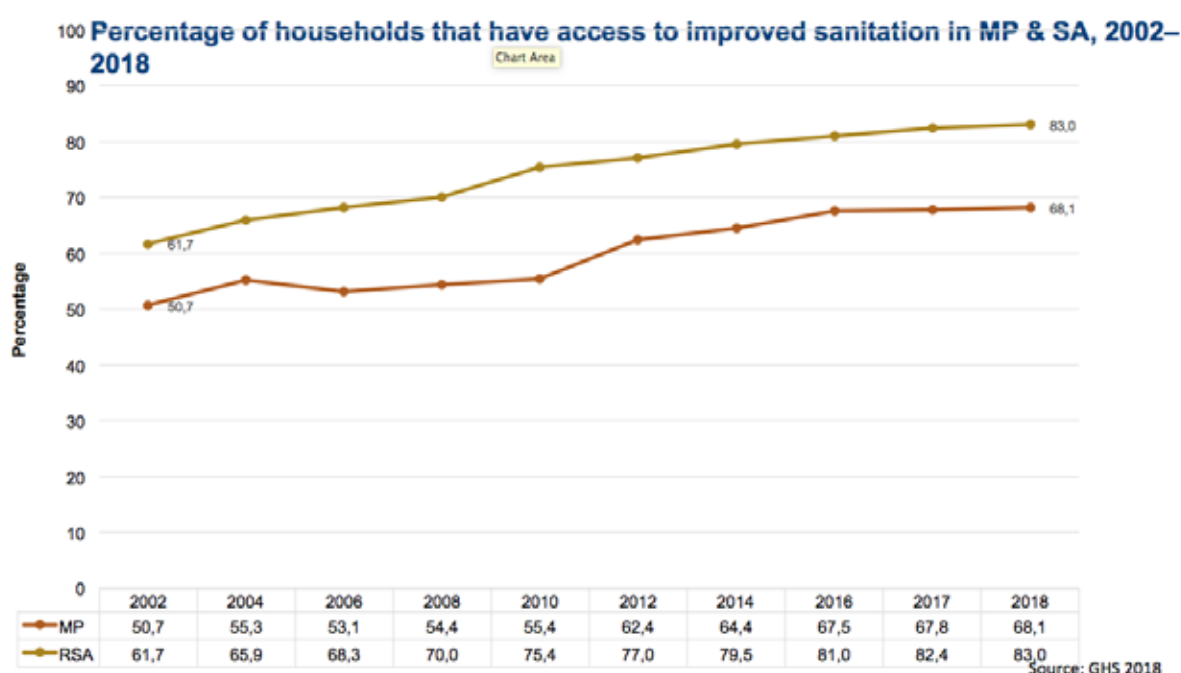
deployment of technical experts by the National and Provincial Department also positively impacted on improving and accelerating access to basic services.

- The Indigent Policy, which aims to alleviate poverty in disadvantaged communities by providing free basic water and subsidized sewerage and sanitation as well as solid waste management; and
- The Back to basics Programme which aims to improve the functioning of municipalities to better serve communities by getting the basics right.

Whilst the Province can celebrate the successes achieved in a number of communities, it is still faced with a number of constraints that limit the ability of local government to speedily eradicate any remaining backlogs. Some of the challenges include:

- The continued unplanned development taking place in rural communities creates undue pressure on delivery systems.
- Ageing, poorly maintained infrastructure contributes to the overall lack of basic service delivery, especially the provisioning of bulk water.
- A lack of sufficient technical capacity (planners, engineers etc.) at a municipal level.
- Bulk infrastructure systems constrained by the ever-increasing population and industrial development which at most results in shortages in water supply and overloaded sewerage systems and spillages.

**Fig 3: Access to Sanitation**

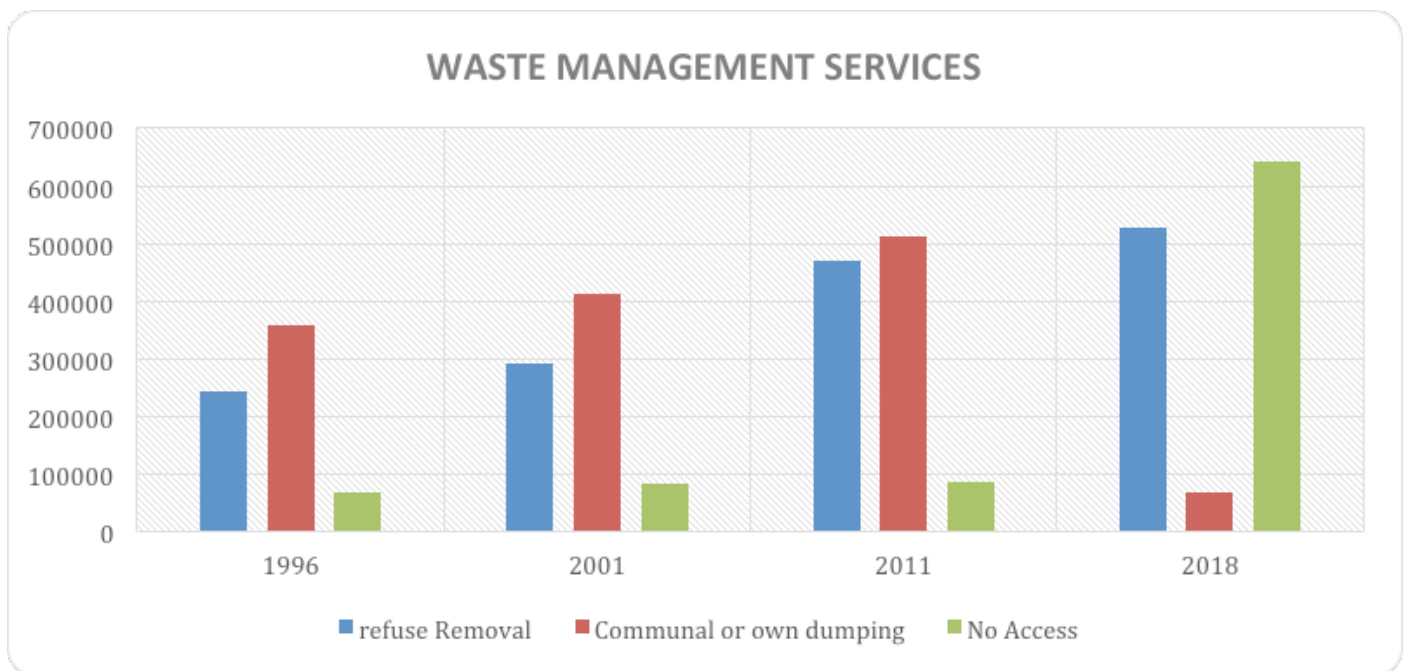


**Source: STATS SA**

#### 9.2.1.3.4 Access to Refuse Removal

- The share of households in Mpumalanga with access to refuse removal by local authorities (weekly or less often) increased/improved from 35 per cent in 1996 to 43.7 per cent in 2011. Between 1996 and 2011, the number of households with access to refuse removal by local authorities increased by 235 698 to 470 135 households in 2011. The majority of households had access to a communal or own refuse dump in both 1996 and 2011, with shares of 53.3 per cent and 47.6 per cent, respectively. The number of households with no rubbish disposal increased from 67 200 in 1996 to 84 979 in 2011. The share of total households with no access, however, declined from 10.0 per cent in 1996 to 7.9 per cent in 2011.
- value of 0.75 to one of 0.81. Mpumalanga's index value of 0.78 in 2011 improved from 0.72 in 2001. Among the nine provinces, Mpumalanga ranked fifth and registered the fifth largest improvement over the 10-year period, which was also equal to the average improvement for South Africa.
- An increase was noted in the number of households with access to refuse removal from 537 743 in 2014 to 664 045 in 2018, and currently 53.6% of households have access to refuse removal in the Province.

**Fig 4: Access to Waste Management**



**Source: STATS SA**

- Between 2001 and 2011, the access to household services index in South Africa improved from an index

### 9.2.2 Traditional Leadership

Before the dawn of democracy in April 1994, the oversight role of the institution of traditional leadership was non-existent. Traditional leaders in South Africa did not have a say in the delivery of services to their people or other socio-economic and development matters affecting communities under their leadership.

After taking power in 1994, the democratic government of South Africa properly recognised the institution of traditional leadership. Chapter 12 of the Constitution of South Africa, 1996 stipulates that the institution, status and role of traditional leadership, according to customary law are recognised.

Apart from just mere recognition, the democratic government highly elevated the role of the institution of traditional leadership through, inter alia, the establishment of houses of traditional leaders. The first House of Traditional Leaders was established in Mpumalanga in 1995. The role of the institution of traditional leadership in the province was further enhanced in 2005 with the promulgation of the Mpumalanga Provincial and Local Houses of Traditional Leaders Act, 2005 (Act No. 6 of 2005). This Act provided for the establishment of local houses of traditional leaders within the three districts in the Province.

The Ehlanzeni, Nkangala and Gert Sibande Local Houses of Traditional Leaders were eventually established and started functioning in 2008. The houses are legislative institutions with a core mandate of performing oversight on the delivery of services to traditional communities. The Houses represent the needs and aspirations of people residing in areas under traditional leadership and advise government on matters of customary law, culture and traditions and the customs affecting traditional communities.

During the apartheid era, the institution of traditional leadership was seen to be more autocratic than democratic. The institution also paid less attention to issues of gender representation within its ranks and legislation addressing such issues within the institution was non-existent.

Today, the institutions of traditional leadership embrace the democratic principles and legislation of the new dispensation. Traditional Councils in the Province embrace the principles of democracy through community representation within the institution of traditional leadership as it is prescribed that 40% of members of the traditional councils should be democratically elected by communities while the 60% are to be elected by the Senior Traditional Leader concerned. It is further prescribed that at least a third of the members of the traditional council should be women.

In 2008, Mpumalanga became the first province in the country to

#### *Future Strategic Directions*

*The focus of the institution of traditional leadership going forward should be on increasing their impact within traditional community areas. The institution needs to re-focus on its core mandate of promoting and preserving culture, customs and traditions. In doing so, the institution can contribute towards addressing some of the key challenges facing our country e.g. the HIV/AIDS pandemic.*

*It is also of critical importance that the institution in the province must understand and be able to address some of the social challenges in their communities. Traditional Councils need to be innovative and should be able to engage potential business sector partners to fund critical social responsibility projects.*

*Going forward, the provincial government should consider the issue of renovating or building new traditional council offices - all existing traditional council offices were constructed by the previous apartheid regime and most of them are in a state of collapse.*

*Working relations between Traditional Leaders and their respective municipalities and councilors need to be improved. It has been reported that the institution of traditional leadership enjoys good working relations with government structures especially at provincial and district level but that the situation tends to be different at the local/ lower level. Improving the situation will enable smooth delivery of services to traditional communities in the province.*

conduct traditional council elections, a milestone that transformed the institution of traditional leadership in the province to be more democratic, representative and gender sensitive. Before 1994, there were 57 Senior Traditional Leaders in Mpumalanga that were not properly recognised by the previous apartheid regime. In 2004, the then President of South Africa Mr. Thabo Mbeki appointed a Commission on Traditional Leadership Disputes and Claims to handle, amongst other issues, applications for the restoration of chieftaincy by those whose status was removed by the apartheid regime.

On 2 September 2011, the then Mpumalanga Premier Hon. DD Mabuza announced the appointment of the Mpumalanga Provincial Committee on Traditional Leadership Disputes and Claims. The Province now has a total of 61 traditional councils including the two Kings. The participation of the Mpumalanga Provincial House of Traditional Leaders in governance issues in the Province has improved markedly. The House adopted a **system**



of inviting MECs to present and discuss the programmes and projects to be implemented by their departments in areas under the jurisdiction of traditional leaders, thereby firmly cementing their role in the governance of the Province.

The institution of traditional leadership in Mpumalanga has indeed reaped the fruits of the new democratic dispensation in South Africa. The Mpumalanga Province is one of the leading provinces in terms of supporting the institution. The Provincial Government continues to provide support and provide resources such as office infrastructure, vehicles and other resources to all Traditional Leaders and the two (2) Kings in the province to help them execute their community duties more effectively. (08) Traditional Council Offices of Umjindi, Moreipuso, Malele, Mantjolo, Barolong Ba Lefifi, Mlambo, Bakgatla Ba Moepi & Mahlaphahlapha. To date, the Provincial Government has further renovated fourteen (14) Traditional Council Offices namely Mathibela, Amashangana, Msogwaba, Gutshwa, Ebutsini, Mnisi, Mpsikazi, Lomshiyo, Emfumbeni, Enkambeni, Mpakeni, Luggedlane, Hhoyi and Mbuyane. Salaries for Headmen were improved, and traditional council staff trained, especially on matters of financial management, control systems, land use management etc. Mpumalanga has had 163 Traditional Leadership claims and disputes as submitted to the Nhlapo Commission, finalized.

Through the Provincial House of Traditional Leaders, the province managed to establish the Emakhosikati Structure Project, which is aimed at empowering the spouses of Senior Traditional Leaders on how to engage traditional women and girls on social issues ranging from domestic violence, unemployment, chronic diseases and any other matter affecting women and girls in traditional communities.

Working relations between Traditional Leaders and their respective municipalities and Councilors have improved. The institution of traditional leadership enjoys good working relations with government structures at provincial, district and local levels and this is evident by their participation in Municipal Council sittings, in Operation Vuka Sisebente (OVS) local council of stakeholders and war rooms, thus enabling the smooth delivery of services to traditional communities in the Province.

### 9.2.3 Deepening Participatory Democracy

Local government structures are a key site for the deepening of participatory democracy. These structures are tasked with providing democratic and accountable government to local communities and encouraging the involvement of communities and community organisations in matters of local government. Government has introduced an assortment of platforms to consolidate, monitor and respond swiftly to public concerns. These include, amongst others, the Presidential Hotline, Public Liaison Offices, Community Development Workers (CDWs), outreach

#### Future Strategic Direction

*In planning for the future, it is worth noting that the performance of the above structures varies significantly and that there is scope to learn from those structures that operate most effectively to deepen our democracy. These structures require clear feedback mechanisms and genuine accountability in order to ensure that they facilitate results on the ground rather than just providing a platform to air grievances. If the Province is to truly benefit from its attempts to communicate and engage with the public in future, it should also consider how it might utilise the (social) media and civil society more effectively to identify and address citizens' issues and protests.*

activities and various access points across the country, including Thusong Service Centres.

This is strengthened through regular community outreach programmes at a provincial level spearheaded by the Premier and through Izimbizo, which Mayors in Municipalities utilise to continue to foster community participation.

All municipalities have managed so far to establish ward committees to ensure that concerns of various sectors and communities are speedily directed to the authorities of the municipalities, but also to ensure that there is participatory democracy in communities.

Community Development Workers (CDWs) further support the deepening of participatory democracy. This intervention was based on an announcement by then President Mbeki in his 2003 State of the Nation Address, where he stated that "...government will create a Public Service echelon of multi-skilled CDWs who will maintain direct contact with people where these masses live."

The Mpumalanga Provincial Government established and launched a provincial integrated service delivery model in August 2015, which is referred to as Operation Vuka Sisebente (OVS). Its aim is to integrate the services of government to fight the triple challenges of unemployment, poverty, and inequality. OVS operates through reformed governance structures constituting of Ward, Local and Provincial War Rooms. All 17 Local Council of Stakeholders' structures were established. Of the 400 wards in the Province, only 383 wards were able to establish their OVS war rooms.

### 9.3 Challenges identified

In pursuit of our vision and contribution towards building a responsive accountable, effective and efficient developmental local government, we take cognizance of the identified challenges that are affecting the local government sphere in the achievement of

the national outcome. The identified challenges will get priority attention as Mpumalanga focus towards vision 2030:

### **9.3.1 Communication & Stakeholder Participation**

Councilors are unable to hold meeting with their communities and provide them with adequate information and feedback on matters of service delivery and challenges affecting the ward and thus create tensions between the community and the ward councilor. This is one of the potential causes for the spiraling service delivery protests in many wards. The failure of councilors to provide leadership and feedback leads to many unintended consequences and strife in many communities. The established war rooms meant to facilitate proper and smooth communication between the ward and the municipality and other spheres of government are in most cases non-functional or operating on an ad-hoc basis.

### **9.3.2 Poor Planning and Lack of Coordination**

Most of the small and rural municipalities are faced with planning capacity challenges and lack of coordination with the tribal councils. There is poor future planning that result in the invasion of land and have negative consequences to infrastructure planning and service delivery. There's unprecedented proliferation of informal settlements in the urban areas as well as tribal land and these are the main causes for illegal connections to water, electricity and sanitation infrastructure. The illegal connections are causing a burden and inefficiencies to the existing infrastructure as they are not planned for.

### **9.3.3 Lack of Bi-Laws Enforcement**

Many municipalities do not have updated Bi-Laws and have capacity challenges to update and enact Bi-Laws to deal with the many challenges that have an adverse effect to the municipality's planning and socio-economic development. Municipalities are faced with many illegal activities such as land invasion, dumping of refuse and building rubble along main roads and water courses, encroachment on municipal servitudes, illegal structures and sign boards etc. Challenges with the lack of law enforcement officers and corruption is hampering the ability to ensure the enforcement of Bi-Laws. Municipalities will need to be supported to enhance their capacity in the enforcement of Bi-Laws and development of the same.

### **9.3.4 Lack of Maintenance Plans**

There has been a common unintended systematic abdication of responsibilities by municipalities and some government departments to implement planned and routine maintenance of

all infrastructure. Maintenance play a critical role in prolonging the lifespan of any infrastructure and detecting of major fault for future planned maintenance. Most of the infrastructure mainly water and sewer were constructed before the democratic dispensation along the old spatial planning. The population have outgrown many if not all the infrastructure in the towns, rural villages and townships. The infrastructure is operating under capacity due to overloading and there are too many interruptions. Water leaks and sewer spillages into the rivers are a major challenge in some of our municipalities. The development of proper maintenance plan is a major priority as we move into the vision 2030 to reduce and eradicate infrastructure inefficiencies.

### **9.3.5 Poor oversight**

Oversight is a critical function to ensure the proper governance and implementation of resolutions, value for money in the local government sphere. The lack of standardised reporting and performance measurement tools is a major constraint in our province to implement effective oversight. The committees tasked with the oversight responsibility viz (Section 79, Section 80 and MPAC's) are because of the lack of TROIKA reports and inability to hold regular meetings, renders them ineffective. The development of standardised reporting tools and performance measurement will be prioritised as we move to the next 25 year of our democracy and vision 2030.

### **9.3.6 Appointments and Consequence Management**

The senior management high turnover in many of our municipalities has been and is still a serious challenge and threat to the smooth functionality. There is a high rate of hearings that are not concluded and these leads to a management vacuum and expose the institutions to high risks during these periods of open vacancies. Delays in the appointment of the senior management and lack of consequence management where wrong doings are evident are amongst other challenges that affect the functionality of these institutions. There is a visible lack of a coherent and systematic lack of skills development programme/plan for management who lack basic competency skills. The Province requires a minimum competency entrance for all management to minimise the continuous absence of management to attend skills development training for minimum basic competency requirements.

### **9.3.7 Community Unrest and hijacking of projects**

Community unrests, service delivery protests and hijacking of project by local communities have become a norm and threat to service delivery and social cohesion. The province has experienced unprecedented community unrests for various reasons, and some

resulted in damage to public infrastructure and loss of lives. The emergence of business forums across the province has taken center stage and resulted in unprecedented delays to the implementation of projects as local communities demand appointment as sub-contractor. We will focus our effort in the development of a province wide local content framework to avoid future delays on infrastructure implementation due to policy vacuum.

### 9.3.8 Traditional Councils

Traditional Councils were not part of the governance and service delivery structure in the old dispensation. Most of the Traditional Councils' infrastructure is worn out and dilapidated and require urgent attention to restore the dignity of this institution of our heritage and culture. The unresolved disputes amongst Traditional Councils' families on the rightful heirs is also further posing a challenge on the planning for the infrastructure and assistance to these institutions. The polarized relations between some municipalities, and councilors with the Traditional councils is a deterrent to proper planning and infrastructure development. The Mpumalanga Province will devote time and resources to ensure that the challenges are resolved to facilitate development and service delivery.

## 9.4 Future Strategic Direction

All municipalities in the Province must continue their efforts to develop and implement **credible IDPs and LED strategies** – these instruments are vital to enable prioritisation and integration in municipal planning processes. IDPs and LEDs must be based on a **realistic assessment of the resources and capacity that is available** and should be in line with the overall socio-economic development goals of the Province as expressed in its Vision 2030 Strategic Implementation Framework. Furthermore, the focus should be on the **implementation** of these plans and strategies once the distribution of responsibilities and availability of resources is clear.

In the context of improving municipal performance, COGTA should support local government to focus on the implementation of **Revenue Enhancement Strategies**, based on sustainable competitive advantages, which will bolster the coffers of financially burdened municipalities. These strategies should, in line with the Provincial Vision 2030, incorporate partnerships with the private sector as a means of attracting investment, skills and capacity.

The ongoing challenge of a "lack of capacity" in municipalities can chiefly be ascribed to the **appointment of inappropriately or unqualified candidates** into critical municipal posts. For any further support initiatives for local government to succeed, this issue must be addressed as an urgent priority – regulations on the minimum competencies for municipal officials must be strictly adhered to.

The implementation of **Performance Management Systems** must be improved as this, along with **corruption**, is one of the key areas cited for the **bad audit opinions** of the Auditor General.

The development of **Municipal Master Plans** to enhance the acceleration of access to basic services should be prioritised by all spheres of government.

Amongst the programmes for building a capable and developmental state cited in the Mpumalanga Vision 2030 Implementation Framework, the following have direct bearing on the local government sphere:

- **Implement the integrated planning process** for the Province, with a focus on outcomes, providing professional and responsive services and linking public service skills development to performance improvement
- **Build local capacity and public service careers** through skills development, internships and shared experience – monitor implementation, deal with non-performance and enhance the skills base through private sector partnerships. Building the capacity of the public sector to implement operation and maintenance planning and budget ringfencing to enhance capacity.
- Advance government's role in **enabling business development** e.g. to develop a small business friendly regulatory environment, and where possible, "cut red tape".
- **Foster coordination** across sectors and levels of government to ensure strategic and operational alignment – **clarify departmental roles and mandates** and maximise the transfer of responsibilities once capacities are established.
- **Unemployed Youth:** The Province has the highest youth unemployment, and a systematic coherent data base of the unemployed youth should be developed from wards and cascaded to a Provincial Unemployed Youth Database.
- **Social Relief/ Unemployment:** The past ten years has seen the CWP and EPWP providing temporary employment to over 300 000 beneficiaries through the public sector. The inclusion of the private sector to ensure that the creation of temporary relief jobs are created is essential in the provision of poverty relief income to distressed families, female and child headed households.
- **Infrastructure Development & Asset Management:** The lack of detailed and comprehensive Infrastructure Master Plan is one of the key challenges in the development of proper and pro-active infrastructure

at the local government level. Responsive infrastructure development is a deterrent to growth and economic development. Infrastructure Master Planning will be Prioritised to enhance future Infrastructure Development Plans and funding. The Auditor General has identified Asset Management as one key weakness and risk factor across many municipalities in the province. A programme

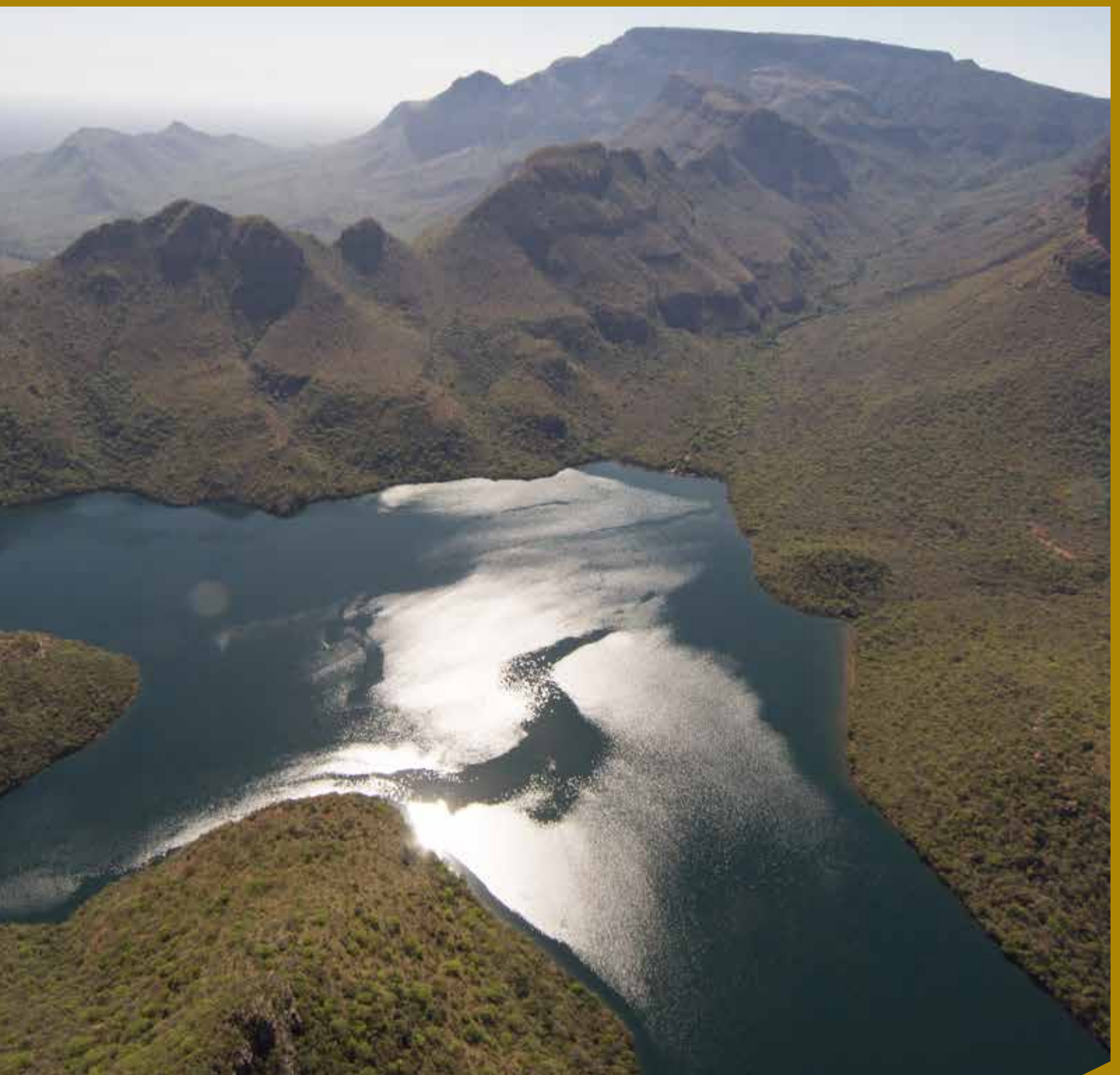
to assist municipalities improve their asset management and financial management is currently rolled out for the affected municipalities to ensure the building of sustainable human settlements, sustainable access to basic services and developmental local government.





## CHAPTER 10

### OUTCOME 10: PROTECT AND ENHANCE OUR ENVIRONMENTAL ASSETS AND NATURAL RESOURCES



Ensuring Environmental Sustainability is Sustainable Development Goal (SDG) 6 which has been derived from the Millennium Development Goal (MDG) 7. There is growing global concern over the availability and quality of water resources, not just to meet water supply and sanitation needs, but also to support economic growth and urbanisation (Renata, Ortigara, Kay, & Uhlenbrook, 2018). SDG 6 realises and recognises that water-related ecosystems are deteriorating, and excessive pollution is impacting on the water quality of resources and related ecosystems (UN Environment, 2018:7)

### 10.1 Mpumalanga in 1994

Mpumalanga Province inherited 16 Nature Reserves, which included the Barberton Nature Reserve, Blyde Canyon, Cynthia Letty, Ida Doyer, Little Joker-Mount Prospect-Formosa Nature Reserve, Loskop Dam, Mahushe Shongwe, Nooitgedacht Dam, Orhigstad Dam, Songimvelo, Sterkspruit Nature Reserve, Thorncroft, Tienie Louw, Verloren Vallei, Verroosting, and Witbad.

After 1994, eight more Nature Reserves were acquired (all these nature reserves existed in some form or other pre-1994, except for the Paardeplaats). The only new provincial NR that has been created since 1994 was the Paardeplaats nature Reserve. Manyeleti, Andover, and Bushbuckridge were transferred from Limpopo, after the new provincial boundaries were confirmed in 2006). Paardeplaats was bought by the Nelspruit Development Trust (a trust of the MTPA). Mkhombo, Mdala, SS Skhosana, Mabusa were acquired once the old KwaNdebele reserves were transferred from the Provincial Government to the MTPA.

The total size of all the Provincial Nature Reserves is **190 707 ha**. There has only really been an increase of protected areas on **private land** through the biodiversity stewardship programme which has added **103 937ha since 2009**.

No new large, protected areas have therefore been added to the State owned and State-run protected areas within the Province since 1994 - areas as indicated above have however been acquired by the MTPA from other agencies/province.

### 10.2 Developments since 1994

Mpumalanga faces ever growing pressure on the environment and on biodiversity due to numerous drivers of environmental change, including land transformation from physical development, pollution, mining expansion, poaching and environmental crime, and climate change.

The protection status of habitats and ecosystems within the grasslands biome of the Province is exceptionally low, whilst the savannah biome is well protected. High levels of poaching and

illegal utilisation of species is resulting in many species being on the brink of extinction in the wild.

The full cost accounting of development within the Province does not take place and thus the intrinsic value of biodiversity and the associated ecological infrastructure is not valued and is not taken into account when making decisions on development options, land use decisions and the general strategic direction of provincial development and growth.

Implementation of environmental legislation is fragmented across Departments and spheres of Government. The Province is responsible for commenting on mining applications, authorising listed activities and monitoring compliance within the mining area. With the amendments of the National Environmental Management Act and the Mineral and Petroleum Resources Development Act, which will come into effect in due course, the environmental mandate for mining authorisation will move to the Department of Mineral Resources.

Emerging international and national priorities (including the Kyoto Protocol, Convention on Biodiversity Convention, etc.) as well as local environmental constraints (including water shortages exacerbated by pollution, air pollution, etc.) place an increasing emphasis on a shift to a more sustainable growth trajectory within Mpumalanga in the medium to long term.

Sustainable environmental development has been entrenched in the Province as one of the key priority areas for provincial growth and development. Its main objective has been to ensure sustainable development and effective and efficient environmental management.

#### 10.2.1 Biodiversity

Mpumalanga contains three of South Africa's nine biomes, namely, grasslands (Highveld and escarpment), savannah (escarpment foothills and Lowveld) and forest (south and east facing escarpment valleys). 35.8% of land within Mpumalanga has been transformed primarily within the grassland biome. Nearly 9% of the Province's ecosystems are endangered, some critically so, of which most are grasslands and further at risk from the proposed expansion of coal mining operations.

While 14.8% of the province's land is under formal protection within national, provincial and private parks and reserves, 70% of these areas is within the Kruger National Park, so just 2.3% of the grassland biome is protected. The 2007 Mpumalanga Biodiversity Conservation Assessment indicates that, outside of existing protected areas, 24.2% of the Province still needs to be formally protected or regulated such that only low-impact land uses take place.

The MTPA has accurately mapped many of the environmentally sensitive sites in the Province, including most wetlands, to inform biodiversity priorities and EIA processes. The MTPA manages one RAMSAR site (wetland of international significance) i.e. the Verloren Vallei Nature Reserve.

Ecosystems and biodiversity are threatened through fragmentation and transformation because of developments such as mining, urbanisation, forestry and agriculture. Mining is expected to have a substantial future negative impact, particularly within the grassland biome, as could the development of large-scale biofuels using agricultural feedstocks. Since 2000, 32% of the Province has been subject to new applications for minerals development. In 2007, an assessment of the 30 river types within the Province classified 33% of these, as critically endangered. 50% of the Province's water run-off into its rivers is from only 19% of the land surface. By 1995, alien invasive vegetation in Mpumalanga was estimated to use more than twice the amount of water than domestic, industrial & mining usage combined. The Province has played an active role in the protection of Mpumalanga's natural resources under MTPA.

### 10.2.2 Environmental Affairs

The Province has refurbished and maintained the **6 Environmental Centres** with the main objective to make the citizenry aware of the importance of taking care of the environment. The Department constructed **5 Air Quality Monitoring stations** in Witbank, Middleburg, Balfour, Standerton and Delmas which are the high priority areas (in Nkangala and Gert Sibande Districts) to monitor the pollutants and mitigate the impact of such, and assist the Department of Health in dealing with health hazards caused by pollutants.

Climate change have become a reality. The Country and the Province have developed different tools to assist in adaptation to such changes. Furthermore, the Greenest Municipality Competition is a tool that encourages municipalities to deal with issues of energy efficiency, water conservation, and waste management. The development of the state of environment outlook to guide development within the Province is underway.

### 10.3 Challenges

Farmers have been exposed to erratic weather conditions which have affected both crop and livestock farmers which result to a significant drop of their yields and loss of livestock. The infighting amongst CPA members who were resettled in land reform farms also affected production. The outbreak of avian flu also affected the poultry production in the Province.

The Agricultural sector's performance is also highly exposed to international market forces, which in recent years has become very unstable. This increased pressure on the resources of poor

farmers, wherein the input prices increase outweighs the support provided to farmers. Over the years, the agricultural land has shrunk due to human settlements and mining activities, with mining being the biggest threat to the sector.

## 10.4 Future Strategic Direction

### 10.4.1 Sustainable Environmental Management:

The Mpumalanga Province is well known for its natural beauty and the diversity of its parks (Private and Public). A concerted environmental management plan that seeks to put the province ahead in the management of its biodiversity across the public and private sector needs to be developed and implemented. This will include the monitoring of all harmful activities that have a negative impact on the environment and potential deteriorate the quality and sustainability of natural resources.

### 10.4.2 Climate Change

The challenges of global warming and climate change have never been real than they are in this century. Our initiatives as the Province to minimise the emissions of green gases and pollution of the atmosphere are some of the interventions we have implemented to reverse the effects of climate change. We will continue to monitor our air pollution stations and implement measures that are pro-climate change in line with the SDG's.

### 10.4.3 Land Use & Land Reform

The protection of our biomass and wetlands is one of the key priorities that our province has taken proactive steps to ensure sustainability of our environment and land use management. Most of the land Reform projects are in disarray and require strong provincial support to prevent improper land use with adverse environmental degradation and impacts. The Department of Rural Development and Land Administration will increase its Land Reform and Rural Development support programmes.



## CHAPTER 11

# OUTCOME 11: CREATING A BETTER SOUTH AFRICA AND CONTRIBUTING TO A BETTER AND SAFER AFRICA IN A BETTER WORLD





### 11.1 Mpumalanga in 1994

Apartheid South Africa was a pariah State, that was diplomatically, economically, and culturally isolated from the rest of the world. Government inherited institutions that had served the interests of the apartheid system. On the African continent, relations between South Africa and its Southern African Development Community (SADC) neighbours, and countries on the rest of the continent, were fragile. Economic cooperation with the rest of the continent was severely limited.

### 11.2 Developments since 1994

South Africa was re-admitted into the international community after dismantling the apartheid system and successfully ushering in a democracy. In light of a fast-globalising world which is fast-tracked by the super-information highway, South Africa has since grasped the opportunity with both hands to become a key player from the South in broad global affairs. In this regard it has also given its provinces space to participate in global affairs within the milieu of South African Foreign Policy.

From 1994, when democratic South Africa was shaping its new foreign policy it recognised the importance of handling the affairs of the African continent differently. One of the key issues emerging was the development of a principle of recognising Africa as a key partner in South Africa's global affairs.

South Africa recognised that it could not be a honeypot of development whilst the rest of the African continent was locked in a sea of poverty and global marginalisation. This principle was cascaded to provinces, which were encouraged to form partnerships with African countries and not simply run to developed countries beyond the continent for investment and technical expertise. It is within this context that Mpumalanga established a few partnerships on the African continent, key of which are the following:

- 2008 **Egypt** (Ismailia) – trade and investment, tourism, agriculture, sports and culture.
- 1995 **Mozambique** (Maputo Province and Maputo City) – technical development assistance, investment promotion, economic cooperation anchored in the Maputo Development Corridor. The following projects were included in the ongoing cooperation:
  - Foreign Portuguese Language Institute.
  - One Stop Border Post and Komati Dry Port and Industrial Park, Train Station and Tourism Visitor Centre.

- Bebeluane Industrial Park & Business Development Support.
- Maputo – Matola Water Scheme and Water Resource Management.
- Moamba Science Park and Mozambique ICT Strategy.
- Environment & PET Waste Cycling Project.
- The Province has also pursued the establishment of a number of **South – South Partnerships** with China and Cuba.

#### 11.2.1 China (Sichuan and Chongqing)

The People's Republic of China is one of the countries where Mpumalanga identified partners in the first 10 years of democracy. These partners included Chongqing and Sichuan which were entered into during 1998. These relationships were renewed with the Provinces of Chongqing, (re-signed on 30 October 2008 which has since expired on 30 October 2012) and Sichuan (re-signed on 3 November 2008 which has since expired on 3 November 2012). The areas of cooperation in these partnerships included economic development, human resource development and agriculture.

#### 11.2.2 Cuba

The Mpumalanga Department of Health has been participating in a National agreement in this area of work, since 1997, in sending students from Mpumalanga to study medicine in Cuba, through the Bilateral Agreement between Cuba and the Republic of South Africa. This programme has proved effective in ensuring that rural and underserved communities acquire the services of doctors to service their areas as well as strengthen the District Health System.

The Republic of South Africa / Cuba Medical Training Programme was initiated by the South African Ministry of Health through a bilateral agreement in Health cooperation with the Ministry of Public Health in Cuba that was signed in 1996.

The Ministry's initiative was aimed at affording young and committed South Africans, from previously disadvantaged and rural communities, an opportunity to pursue medical studies in Cuba. On completion of their training they are expected to provide health services to the underserved and rural communities of the country, and in this case to the Province.

The emphasis of medical training in Cuba is Primary Health Care,

an approach that the South African Government adopted for the country in 1994 as the vehicle for health care delivery. The bilateral agreement was revised in 2001 to allow South African medical students to return from Cuba after completion of the fifth year of medical training, to complete the final clinical year in South African Medical schools.

This would expose the students to the South African Health Care system, its disease profile, South African workload and trauma as compared to the Cuban environment and to allow their families to participate in their graduation ceremony.

As of 2019, there were one hundred and fifty-three students (153) in the programme. A total of thirty-two (32) have completed so far. Of these, five are specialists and two are registrars in training. The others are working in various institutions in the Province. The Province has also engaged in “North-South” partnerships with Canada and Germany.

### 11.2.2 Canada (Alberta)

Canada is one of the countries that Mpumalanga identified as a partner in the first 10 years of democracy. A twinning arrangement was established with the Province of Alberta. The Agreements were signed between 1997/8 which were renewed on 29 September 2005. The main basis of the cooperation with Canada was to deal with issues of sustainable development.

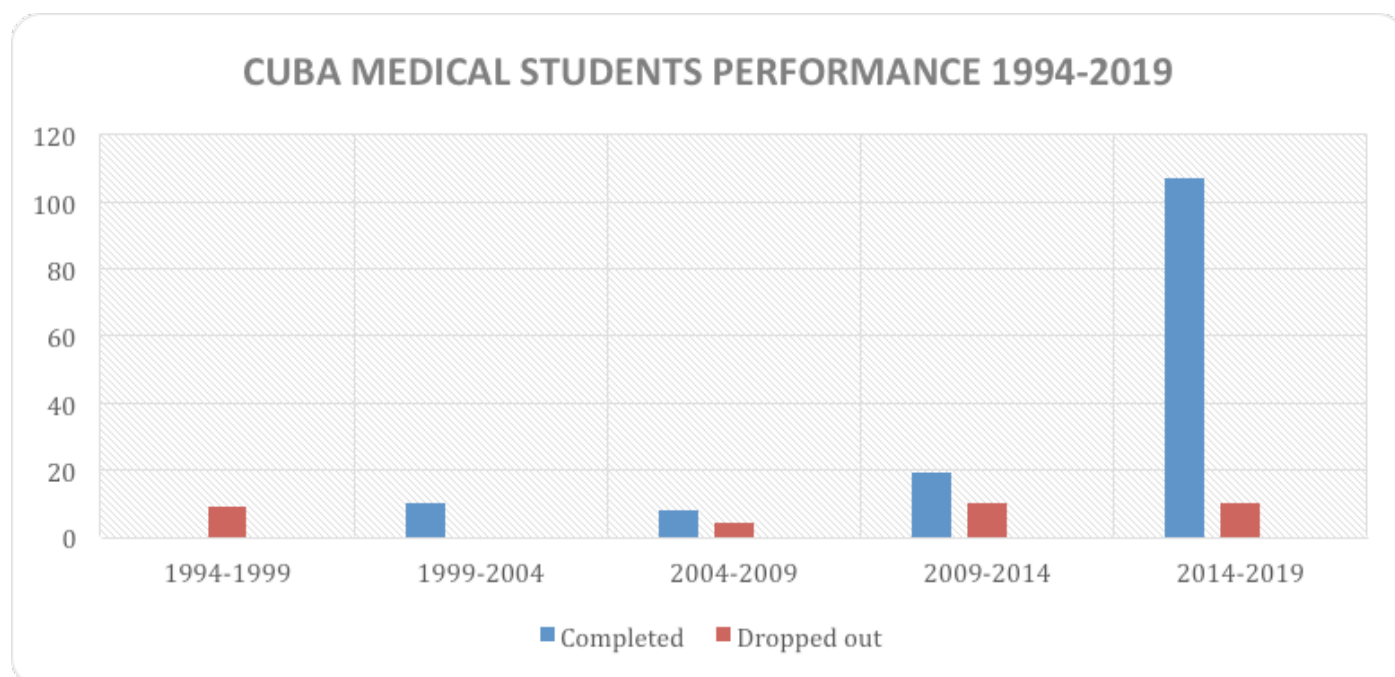
### 11.2.3 Germany (North Rhine Westphalia)

Mpumalanga established a twinning arrangement with the German Province of North Rhine Westphalia as early as 1995, with the partnership being renewed in 2008.

The areas of cooperation were as follows:

- Good Governance.
- 2010 FIFA Soccer World Cup.
- Health and HIV/Aids.

**Fig 1: Cuba Medical Students Performance 1994-2019**



**Source: OTP internal Report- data not verified**

- Sports & Youth Development.
- Economic Development.

Renewed strategic focus includes the development of a tertiary hospital in Mpumalanga and a proposal for the development of the Mpumalanga Sports Academy.

### 11.3 Future Strategic Direction

Despite some successes in leveraging strategic international partnerships that contribute to the Province's socio-economic development goals, this function has faced its fair share of challenges.

To make optimal use of the benefits of such partnerships, and in

keeping with the Mpumalanga Vision 2030 approach to enhancing investment and skills through partnerships, the Province is urged to consider the following in the future:

- **International engagements** should be strategically focused, properly coordinated and effectively aligned with the Provincial development goals;
- **Donor funding** (Official Development Assistance) must be effectively sourced, managed and strategically utilised to improve the impact of the technical and financial resources that can be accessed through these arrangements;
- Partnerships should be effectively **monitored and evaluated** to maximise their impact on provincial and national priorities;

Partnerships that no longer add value to the Province should be assessed and the appropriate exit strategies developed.



## CHAPTER 12

### OUTCOME 12: AN EFFICIENT, EFFECTIVE AND DEVELOPMENT ORIENTED PUBLIC SERVICE





## 12.1 Mpumalanga in 1994

The RDP noted that the legal and institutional framework inherited from Apartheid was highly fragmented; it was out of touch with the needs of the people, it lacked capacity to deliver services, and had poor coordination and planning capacity. It was highly fragmented, balkanised, and unaccountable. Mpumalanga inherited a fragmented public service from the former Eastern and Southern Transvaal, former homeland governments such as KwaNdebele, KaNgwane, Bophuthatswana, Lebowa and Gazankulu. Conditions of service or employment and salaries were structured differently and came with huge disparities. The Public Service was characterised by various and conflicting pieces of legislation that had to be repealed and replaced with new ones based on the foundations of democratic principles and values. The mammoth task at hand entailed the establishment of new consolidated Departments that amalgamated all staff from the various old order departments.

Since 1994, the democratic government sought to **transform the public sector** through the Constitution, 1996, various pieces of legislation, public policy reforms, integration of a multitude of racially based administrative systems and institutions, and the improvement of workplace practices. The Batho Pele principles were also adopted and promoted.

### • Gender

The country was characterised by discrimination based on colour / race, sexual orientation and origin. Discriminatory, sexist legislation and policies which promoted inequality, patriarchy and subjugation were still on the Statute Book.

There was a deliberate systemic exclusion of women from social, political and economic spheres based on race and sex. Poor Governance and lack of access to basic services was the order of the day. Women were excluded from participation in the mainstream of the economy. Both political and gender-based violence were the order of the day.

Women were excluded from access to property rights and land ownership. "Old order" legislation created inequality in access to education, health, social services and police services for black women and girls.

### • Youth

Massive poverty, inequality, unemployment, and a huge burden of diseases – impacting mainly on Blacks, Coloureds and the Indian youth. There was an absence of policies and institutions that primarily focused on youth development. The youth were vulnerable, displaced, marginalised, and excluded from mainstream society which resulted in weakened social and family ties.

Youth lived under exceptionally difficult circumstances and were exposed to social ills such as poverty, abuse, exploitation, and risky lifestyle behaviours.

## 12.2 Developments since 1994

### 12.2.1 Management of Human Resources

Whilst the Province successfully absorbed public servants inherited from former administrations, the first few years of the new Administration could be characterised as having had a bloated public service that battled a **duplication** of functions and insufficient capacity.

New human resource policies were developed in line with the requirements of the Public Service Act, 1994 and the Public Service Regulations, including broad human resource policy frameworks. This led to the devolution of Human Resource powers to the Heads of Provincial Departments to manage the employment and other career incidents of public servants.

A uniform performance management and development policy and system were developed and implemented to replace the old systems of staff assessment.

The rationalisation and restructuring of the public service in the Province was successfully completed with no public servants being dismissed, except through the Voluntary Severance Packages that were negotiated and agreed upon with Public Sector Unions.

With the promulgation of the Public Service Regulations in 1999, accounting officers were given more powers in terms of the management of human resources, which led to the improvement in the career incidents of public servants and their conditions of service.

### 12.2.2 Public Service Transformation/ Effectiveness/Ethos

Prior to 1994, the Public Service prescripts and provisions were disjointed in the way services were rendered. Within the context of transformation from a rule bound public service to a results driven public service, the South African government established a policy framework to guide the introduction and implementation of new policies aimed at transforming the South African Public Service.

In 1997 the Government adopted the White Paper on Transforming Public Service Delivery (Batho Pele) as a Policy Framework for the provision of services. Batho Pele is an approach that aims to build public servants' commitment to serve people and to find innovative ways to improve service delivery.

The Batho Pele White Paper provided a policy framework and practical implementation strategy for the efficient, effective and equitable provision of public services. The Public Service Regulations (2001) advanced the implementation of the Batho Pele principles by providing regulations for the development of Service Delivery Improvement Plans (SDIPs). The Public Service Staff Code was gradually replaced by the PSCBC resolutions. The Human Resource Management Forum was formed with representatives from all Departments to share good HR practices and oversee the uniform implementation of the HR prescripts and PSCBC resolutions.

The Province embarked on a massive capacity building programme to empower departments and municipalities on the principles of Batho Pele. Through this programme officials aligned their performance agreements with Batho Pele Principles and Batho Pele flagship projects. Batho Pele is being institutionalized and mainstreamed continuously to improve service delivery and all Departments and Municipalities are supported to develop Service Standards, which are reviewed on an annual basis.

Through the introduction of "Public Service Week / Month" the government deployed its senior managers to local municipalities in order to experience, assess and act on service delivery challenges experienced at the "coalface" of service delivery. As a result of these deployments, several strategies and implementation programmes have been successfully adopted to address service delivery challenges and backlogs where necessary.

Initiatives such as the "Taking Government to the People" programme assist government to institutionalize and promote the fair and impartial administration of the public service by educating the public about their rights. These awareness campaigns have been further bolstered by the introduction of a service delivery model for the monitoring and implementation of service excellence in government programmes under the auspices of the Premier's Service and Youth Excellence Awards, which are currently in their eleventh year.

### 12.2.3 Corporate Governance

**Institutionalisation of risk management** - In 2006, risk management was introduced with the objective of standardising implementation of Risk management within the Mpumalanga Provincial Government Departments. This was extended to Public Entities including the appointment of Chief Risk Officers/ Risk Officers. Hands-on support is continuously provided through capacity building to embed risk management within the Mpumalanga Provincial Government. The institutionalization of Risk Management in the local government sphere has substantially progressed.

Provincial Treasury developed Frameworks and Guidelines, which

included tools to be utilized by the stakeholders as guiding tools to continue implementing effective Risk management within their areas of responsibility.

**Establishment of governance structures at provincial and local levels** - All departments, public entities and municipalities have put in place **Risk Management Committees and Audit Committees**.

The effectiveness and functionality of governance structures is continuously evaluated to ensure value add and increase the maturity levels within governance.

**Fraud prevention committees** were established within Departments as an initiative to fight and combat fraud and corruption and in response to the minimum anti-corruption capacity requirements.

Provincial Treasury continues to create platforms for sharing information and best practices amongst officials responsible for governance within their institutions, however a few challenges need to be confronted, which are:

- Poor audit outcomes continue to haunt the administration;
- Lean Provincial Internal Audit Unit capacity unable to deal with demand for support required by client departments and municipalities.
- The introduction of Operation Clean Audit since the 2009 financial year has encouraged State institutions to put more effort into improving their internal controls. Provincial Treasury, the Department of Corporate Governance and Traditional Affairs and one of the Public Entities (MER) have maintained clean audits for more than three financial years. The Ehlanzeni District and Steve Tshwete Local Municipalities consistently receive clean audits.

The Institutions continuously implement remedial Action Plans to correct and improve the systems of internal controls and consequently improve on audit findings.

In the process of improving financial management and reporting, the municipal Standards Chart of Accounts (mSCOA) was introduced and implemented in the local sphere of government, aimed at strengthening the link between policy priorities, planning, budgeting, implementation and reporting. The standardization assists in easy extraction of information, taking informed decisions and enabling consistency in financial information disseminated into the public domain.

Corruption destroys lives and communities and undermines the development of countries and institutions. It generates popular anger that threatens to further destabilise societies and exacerbate violent conflicts. It leads to failure in the delivery of basic services like education or healthcare. It derails the building of essential infrastructure.

Mpumalanga established its first fully fledged anti-corruption unit,

the Integrity Management Unit (IMU) in 2006 in the Office of the Premier (OTP). Following the creation of the IMU the OTP assumed the coordination role for all cases reported. The OTP also provided investigation services for all provincial departments.

In light of the background provided above, the Office of the Premier presented the following achievements:

- In 2011/12 financial year a variety of sanctions were imposed against officials who were found to have been doing business with government. These sanctions ranged from written warning to revoking all the so-called approvals which were invalidly acquired.
- During the PSC's report back to the Mpumalanga Provincial Legislature, on 07 November 2012, it was reported that R9 million was recovered as a result of a tip-off.
- A Provincial Anti-Corruption Strategy (PACS) has been approved and guides the implementation of provincial anti-corruption initiatives. It seeks to improve and strengthen anti-corruption initiatives between the spheres of government, as well as forging partnerships between government and the social partners, e.g. labour, business and civil society.
- Emanating from the PACS, two crucial anti-corruption structures have been established, i.e. the Provincial Anti-Corruption Coordinating Committee (PACCC) and the Multi-Agency Working Forum (MASF). The former comprises anti-corruption practitioners from all provincial departments and will soon involve the three district municipalities. The structure is responsible for coordinating anti-corruption initiatives (both pro-active & re-active) within the province. The latter, MASF comprises the Office of the Premier and all provincial law enforcement agencies and is aimed at improving the liaison between government and the law enforcement agencies, managing the case load, as well as improving the resolution of corruption cases.

- Implement national policies on conflicts of interests and ethics;
- Extend coverage to business ethics;
- Institutionalise a province-wide approach and well-resourced integrity function regarding corruption.

2. Build **practical capacity for wider transparency** and accountability regarding procurement within provincial and municipal government:

- Implement strengthened tender procedures and compliance monitoring;
- Ensure perpetrators are charged and subject to criminal justice;
- Support and extend mechanisms for, and protection of, whistleblowing.

3. Roll-out a **provincial anti-corruption** drive:

- Establish a citizens-education initiative on corruption;
- Empower communities to report corruption;
- Encourage media reportage of positive practices as well as successful prosecutions.

### 12.3 Future strategic direction

Mpumalanga's Vision 2030 Strategic Implementation Framework proposes the following programmes for fighting corruption:

- I. Systematise and **strengthen anti-corruption policies** and regulations:
  - Ensure policies are documented, disseminated and implemented;

## CHAPTER 13

### OUTCOME 13: AN INCLUSIVE AND RESPONSIVE SOCIAL PROTECTION SYSTEM





### 13.1 Mpumalanga in 1994

*"With a per capita Gross National Product (GNP) of more than R8 500 South Africa is classified as an upper middle-income country. Given its resources, South Africa could afford to feed, house, educate and provide health care for all its citizens. Yet apartheid and economic exploitation have created the gross and unnecessary inequalities among us. Unlocking existing resources for reconstruction and development will be a critical challenge during the process of reconstruction" (RDP 1994).*

South Africa inherited a social welfare system with a unique combination of historical forces. This significantly impacted on the capacity of the current system to address poverty and related issues such as unemployment and HIV and AIDS.

Fragmented, inequitable, spatially and racially segregated, no national consensus on a welfare policy framework and racial, gender, sectoral and geographic disparities had created significant distortions in the delivery system: The welfare system was administered by 14 different departments.

A variety of acts were passed to curtail access to social welfare by certain racial groups in particular Black Africans. Though social assistance was provided to all race groups in the later years of apartheid, the value of the grants differed according to race with Black Africans receiving the least value.

Social welfare programmes were not considered to be critical social investment priorities and were under-resourced. Most of welfare services were delivered by non-governmental organisations. High levels of poverty slightly alleviated by social assistance.

### 13.2 Development since 1994

The Reconstruction and Development Programme (RDP) expressed the socio-economic development vision and paradigm as envisaged by the ANC lead government in 1994.

The main aim of the programme was to address the immense socioeconomic problems brought about by the consequences of the struggle against its predecessors under the Apartheid regime. Specifically, it set its sights on alleviating poverty and addressing the massive shortfalls in social services across the country something that the document acknowledged would rely upon a stronger macroeconomic environment.

Achieving poverty alleviation and a stronger economy were thus seen as deeply interrelated and mutually supporting objectives development without growth would be financially unsustainable, while growth without development would fail to bring about the necessary structural transformation within South Africa's deeply inequitable and largely impoverished population.

The Province has assigned the Department of Social Development to lead the social protection programme so as to ensure that no-one slips below a minimum standard of living, as well as a more transformative and developmental role of moving towards a more inclusive growth path and to ensure more inclusive development outcomes.

In keeping with addressing the multi-dimensionality of poverty and inequality, in the South African context, social protection is an umbrella concept that brings together issues of Social Security, Measures to address Capability Poverty, Protective Measures for Nutritional and Food Security and Developmental Social Service Interventions.

#### 13.2.1 Reforming the Social Welfare Sector

Social Welfare Services continuously have to reform to remain responsive to challenges of social ills and needs of vulnerable groups.

#### Expanding and accelerating social welfare service delivery to the poor, vulnerable and special focus groups

Developmental social welfare services within the Department focuses on vulnerable groups such as older persons, persons with disabilities, as well as those infected and affected by HIV and AIDS.

In 2000, a public hearing was convened by the Ministerial Committee investigating abuse, neglect and ill treatment of older persons. This conference was used as an opportunity for the Province to fund and fill vacant beds in older person's homes and improve racial distribution among old age homes. In 2002/3 the Province funded 78 Community Based Care Centres, and this was increased to 82 in 2003/4, however information on number of older persons serviced prior 2007/8 is not available.

From 2008/9 the Province provided funding annually to residential facilities that accommodate an average of 1 234 older persons. In the past 5 years, an average of 5 844 older persons have been reached annually with community-based support services. More than 6 000 older persons are also reached every year through active aging programmes, which include, participation of 200 provincial representatives in the National golden games.

#### 13.2.2 Interventions on HIV and AIDS

The past twenty-five years has seen the emergence of phenomena such as skip-generation and child-headed households. The Isibindi programme is but one of the initiatives adopted in 2013/14, designed to ensure that children in need of care are identified

early and provided with services at home than removing them to alternative placement. Eight hundred and fourteen (814) child and youth care workers (CYCWs) were provided with training and a total of **ninety-three thousand nine hundred and four (93 904) orphaned and vulnerable children** in need of care and protection were reached.

A study conducted in 2017/18, to evaluate the implementation of the Isibindi programme, highlighted the critical role played by Child and Youth Care Workers in the lives of vulnerable individuals and households due to HIV and AIDS.

The Department also remains an active participant in Provincial HIV and AIDS structures and the implementation of the Integrated Provincial HIV and AIDS, STI and TB strategy. This includes the implementation of community conversations addressing the social and structural drivers of HIV and AIDS and to strengthen the capacity of communities in the Province.

### 13.2.3 Substance Abuse

Substance abuse continues to have a negative impact on families and the entire Province. Swartfontein Treatment centre in the Province served as a national resource where a number of admissions recorded in 2000/1 was 119 and in 2002/3 it increased to 212. The Province has constructed a new Inpatient Treatment Centre at Nkangala District located at Ogies and the Centre has a bed capacity of 50. Great strides were also realised when Swartfontein Treatment Centre was renovated and refurbished to accommodate 100 service users at a time.

The scourge is affecting all age levels, however, the rate amongst youth is spiralling out of control. The Province recorded a provision of preventative and early intervention services in 2000/1 where 10 100 persons were reached through awareness programmes, which then increased to 167,150 persons reached in 2017/18. The number of substance abuse cases reported in 2017/18 was 95% higher than in 2013/14, whilst the number of clients receiving outpatient substance was a staggering 329%, higher than 4 years before.

In response, the Province has introduced projects such as *Ke Moja drug prevention* programme. In the past 5 years more than 320 000 children below the age 18 years and more than 120 000 youth between the ages 19 and 35 have been reached. Almost 60 000 families participated in family-based prevention programme.

### 13.2.4 Developing a Social Services Partnership Model with a Basket of Services

The NPO sector remains one of our key strategic partners

towards a successful social protection system, therefore information sharing, and targeted capacity building are of utmost importance. The Province has empowered and funded **1 662 NPOs** providing a wide range of social development services. In addition, the Department of Social Development is a custodian of the **NPO Act** and therefore responsible for the registration and capacity building all NPOs rendering services in communities.

Since **2008/9, 50 emerging organisations** were supported with training and this kind of support has been increased to cover than 4 000 NPOs per annum. This achievement was made possible by implementing an onsite capacity building strategy which involves Community Development Practitioners (CDPs) visiting NPOs. Help desks have also been established throughout the Province to provide support and access to online registration and reporting services.

### 13.2.5 Childcare and protection

Childcare and protection are at the very heart of the departmental priority and form part of deepening social assistance and expanding access to social security. The trend is that the number of children placed in foster care is decreasing. The Province only commenced with the recording of 5 635 children placed in foster care in 2010/11 and 2 816 in 2017/18. This has decreased to an average of 2 844 over the past seven years. In the past five years, an average of 310 children in foster care have been linked to sustainable social security programmes every year.

### 13.2.6. Deepening Social Assistance and Extending the Scope of Social Security

The Department has made great strides in freeing the most vulnerable of our fellow citizens from the shackles of poverty and underdevelopment. At the heart of the creating a caring social protection system, there has been a development and implementation of a comprehensive social security system. The social safety net has expanded to more than **1 492 397 million grant beneficiaries** by December 2018, most of them being children. In the year 2010, the Government implemented the final phase of the removal of disparities in the qualifying age for old age grants between male and female (Scopa, 31 Jan 2013).

These efforts, including the progressive extension of the Child Support Grant to children up to their 18<sup>th</sup> birthday, have gone a long way towards tackling child and adult poverty. Evidence suggests that the income support provided by Government has reduced poverty in most households in Mpumalanga.

### 13.2.7 Enhancing the Capabilities of Identified Groups and Communities to achieve Food Security and Sustainable Livelihoods

#### 13.2.7.1 Strengthening Capabilities of Households and Individuals to Reduce Vulnerabilities

In 2008, the Province adopted the household profiling strategy linked to the War on Poverty. During that year **37 000 households** were profiled. In 2012/13 the Province, together with the DSD as the lead Department, embarked on a Province wide household profiling. More than **600 000 households** were profiled as a source of household-based service delivery needs. Household profiling information forms the central element of Operation Vuka Sisebente which was adopted by the Province in 2016. The Department continues to profile households and refer service delivery needs to relevant stakeholders/departments.

In 2013, the Department adopted a new strategy of funding household initiatives with procurement of basic equipment in support of their sustainable livelihoods' initiatives. Since the inception of the programme, **963 households** have been funded in this manner. An impact evaluation study was conducted in 2017/18, which confirmed the success of these initiatives.

The EPWP is designed to create work opportunities as part of poverty alleviation in Government. In 2008/9, DSD supported **75 EPWP sites**. The programme peaked in 2015/16 with **6 909 work opportunities** created, resulting in a conditional grant of close to R40 million. The grant has since dropped and continues to drop to R27 million in 2018/19; mainly because the sector is unable to adhere to the ministerial determination for stipends.

#### 13.2.7.2 Implementing an Integrated Household Food and Nutrition Strategy

It is increasingly recognised that poverty is not only an economic challenge. Food security remains one of the key focus areas of Government and the Department's responsibility is to ensure that every household has access to nutritious food and that hunger is eliminated. In reducing challenges associated with immediate hunger, the Department established **9 Community Nutrition and Development Centres (CNDCs) in 2014**. Eight of these centres are funded through the National Department of Social Development. CNDCs annually provide cooked meals as well as other developmental services to **37 149 of the most vulnerable members** of society. In these centres, work opportunities were also created through EPWP with the beneficiaries receiving a stipend on a monthly basis.

### 13.2.7.3 Youth Development Strategies to Enhance Capacities and Capabilities of Youth to Access Social and Economic Opportunities

Poverty disproportionately affects the youth who make up 36% of the population. The past 25 years has seen the introduction of a targeted Youth Development programme within the DSD. The Department remains aware of increasing youth population in the Province and their specific needs related to education, skills development, employment and reproductive health services. The social exclusion of youth from the labour market coupled with youth poverty, substance abuse, crime and violence all point to the need to improve the socio-economic conditions of youth in Mpumalanga.

Support to youth development structures remained at the epicentre of Departmental programmes. The youth development programme started with 1 or 2 ad hoc programmes per year until it was funded for the first time in 2006/7, when 15 youth development projects and 24 capacity building projects were implemented. Since then, the Province has increased and expanded funding of youth development centres operated by NPOs. The Province **annually supports 90 youth development centres**, reaching approximately **100 000 young people**. These include **597 youth linked** to work opportunities on an annual basis and **5 223 youth** participating in entrepreneurship programmes in the past 5 years.

The implementation of youth development services through these centres has been evaluated through two separate research studies conducted in 2013/14 and again in 2018/19. Both of these studies highlighted the success of empowerment to the youth; however, **infrastructure remains** one of the main challenges. These contributed to the decision by DSD to construct two state of the art youth development centres in Daantjie and Msogwaba, and another in Bushbuckridge through partnership with the Department of Rural Development, Land and Reform. Construction of these centres is in progress.

To further enhance the resource capacity of the centres, the Department's partnership with private sector, in particular Sasol, have provided movable containers which are fully equipped to render their services. Over 20 centres have since benefitted through this collaboration.

### 13.3 Challenges

Performance has generally been affected by the general economic situation of the Country, including:

- Mushrooming NPOs that are not registered and/or are not compliant with the requirements of the NPO Act.

- Poor infrastructure and lack of qualified ECD practitioners stifle early childhood development.
- Limited access and poor quality of ECD on farms and rural areas.
- The escalation of substance abuse and inadequate treatment facilities in the Province.
- Relapse after treatment and inadequate community-based support.
- Family disintegration undermines social development initiatives.
- Inadequate residential facilities for older persons.
- Insufficient poverty alleviation services to meet the increasing demand.
- Failure to adhere to the Ministerial determination in the EPWP programme results in the systematic decrease of the conditional grant, thereby reducing the Department's ability to create work opportunities; and
- Inadequate youth development services to meet the demand from a growing youth population.

#### **13.4 Future Strategic Considerations**

- Expansion of youth development and poverty alleviation initiatives to meet demand.
- Expansion of EPWP compliant services as a means to increase funding through the conditional grant.
- Expansion of substance abuse services; and
- Promotion of integrated services towards poverty alleviation.



## CHAPTER 14

### OUTCOME 14: NATION BUILDING AND SOCIAL COHESION



### 14.1 Mpumalanga in 1994

The nation building project that was started by our first democratic President, Nelson Mandela is yet to be realised. In 1994, South Africa was made up of many “self-governing” territories around and within white South Africa. A plethora of legislation rendered Africans non-citizens in their native land. Racial, sexism, and oppressive laws were institutionalised and ruthlessly enforced to ensure the dispossession of the black people in general and Africans in particular. Underinvestment in the people of colour and neighbourhoods, inferior and skewed education system laying the foundation of inequality of opportunity and outcome ensured that the divisions were entrenched. Deprivation of political and civil rights was the order of the day, and white privileges were inaccessible to other race groups. The bedrock of apartheid was the Population Registration Act, of 1950 which demanded that people be registered according to their racial groups. National symbols such as the national anthem and the flag became symbols of white supremacy and were not sources of national identity and pride. There was physical separation of peoples, Black people were made to live furthest from places of work or economic opportunities (RDP document, 1994).

### 14.2 Development since 1994

South African society is still characterized by deep political schisms of the past, social divisions, economic inequality, poverty and exclusion. Race, gender, geographic location, class and linguistic factors continue to influence access to economic resources, education and work opportunities, as alluded into by the National Development Plan.

#### 14.2.1 Cultural Affairs

The Department inherited three art facilities that were spatially distributed in towns such as Secunda - Johan Segman Theatre, eMalahleni and Mbombela Cultural precincts. From 1994, in an effort to create access to cultural industry, the Province **established 3 more arts and culture centres**, namely, Silulu Centre in Matsulu, Manzana Centre in Manzana, and Simon Gondwe multipurpose centre in the Botleng.

A signature event called the **Mpumalanga Cultural Xperience was introduced and** was in its 3<sup>rd</sup> edition in 2018 and is gradually growing to be one of the biggest and popular festivals in the country. The Cultural Xperience seeks to foster social cohesion and cultural interaction and it is an event that is aimed at allowing people in the Province to celebrate our inclusive heritage and diversity.

**Preservation of Culture and Heritage** through the

promotion of 4 cultural events, namely, the Miss Culture Indoni, Umkhosi woMhlanga, Komjekejeke and Erholweni.

The **Mpumalanga Mobile Craft Clinic** laid a solid base for the **development and promotion of the craft sector** in Mpumalanga. It is through this project that state of the art Legislature and Riverside Government Complex artifacts and displays were produced. 30 arts and craft co-operatives were supported per annum to promote heritage and culture as part of investing in the cultural and creative industries. These co-operatives were further allocated EPWP coordinators for administrative support.

**Partnerships were established** with community-based structures in the three regions to develop theatre, music and dance on an annual basis. The dominant structures over the last five years included, the Innibos Festival, Izithethe, MP Gospel Awards, SA National Community Theatre Association, MP Choral Music Association, Casterbridge Music Development Agency, Mpumalanga Praise, Moral Regeneration Movement and (CCIFSA) Cultural and Creative Industry Federation of SA, Language structures and South African Gold Panning Association (SAGPA).

There are pockets of achievements in the creative industry especially in respect of **job creation through the stimulation of the film industry**. It should be noted that systems have been established, such as permit guidelines and a directory of services. One feature film based on the liberation struggle titled “Catch a Fire” was shot in the Province and Mozambique and premiered in 2007. The Province is at an advanced stage towards establishment of a Creative Industry Commission led by DEDT that will stabilize and position the sector within the PGDS of the Province.

The Department inherited 2 museum towns, namely, Barberton and Pilgrim’s Rest. In an effort to transform the history and heritage of the Province, one museum was established, the Samora Machel museum in Mbuzini, whilst another was upgraded, the Nomoya Masilela Museum in Bethal.

In honouring the role played by the martyrs of the struggle for freedom, the Department established monuments in the form of cenotaphs in the three regions of the Province (Matsulu, eMalahleni and Ermelo). The names of the heroes and heroines of the struggle were inscribed in the cenotaphs. This was in recognition to the contribution they made. As part of the Heritage Liberation Route, the Department established 3 statues namely; **Dr Pixley Ka Isaka Seme** - Daggakraal, **Nokuthula Simelane and Gert Sibande**, both in Bethal. 2 more monuments were erected during the 5<sup>th</sup> administration, the Nelson Mandela monument that includes cenotaphs of other heroes and heroines of the liberation struggle in celebration of Nelson Mandela centenary at Riverside Government Complex as well as the **Saul Mkhize monument** that was established and unveiled at Mkhondo Local Municipality.

As part of international cooperation and promotion of the

Province on the world market, the Province has participated in and hosted the **Mpumalanga – Russia cultural exchange programme** as well as world gold panning championships hosted yearly on rotational basis in host countries such as; Sweden, Spain, America, Scotland and Slovakia in the past five years.

**All schools in the Province hoist RSA flag** which is supported with the reading of the preamble of the Constitution to empower the learners. In addition, 3 social cohesion dialogues were hosted per annum. **223 geographic features were renamed** to transform the geographic landscape of the Province. The Makhonjwa Mountains were also declared a World Heritage Site.

#### 14.2.2 Library and Archive Services

As we transform the infrastructure of the Province, the Department took cognisance of the fact that there was a huge backlog of libraries. The total number of public libraries to date stands at 117. The libraries are resourced with library material and equipment/enablers such as books, photocopiers, internet and WIFI.

Mpumalanga Province is one of the Provinces that never benefited when the repository and archival services were delegated to Provinces. No archives building was established by the apartheid government in the Province prior to 1994. As a result of this, **a new Archive Building was conceptualised and established**. The Archive Building has been completed and benefits the Province in the management of documents and other relevant information.

#### 14.2.3 Sport and Recreation

Sport has the capacity to be a game changer in so far as social cohesion is concerned. It can bring together people from different cultural and ethnic backgrounds. The 1995 Rugby World Cup, the 1996 Africa Cup of Nations Tournament, the 2007 Rugby World Cup, the 2010 FIFA World Cup, the 2013 Africa Cup of Nations and the 2014 CHAN Tournament demonstrated the capacity this nation has to host and cater for the cultural diversity of our communities.

Such events saw the establishment of the new **Mbombela Multi-purpose Stadium**, the renovation of 4 other stadia in **Thulamahashe, Kanyamazane, Kabhokweni and Libangeni** and the Bergvlam Hoerskool multi-sports facility.

In partnership with SCORE and funded by the European Union, the Department managed to **establish 12 Sport facilities**. The facilities were built in the following areas: 2 x Bushbuckridge

Cotton Dale and New Forest; 2x Dr JS Moroka - Katjebane and Phelandaba, 2 x Thembisile Hani –Verena and Moloto, 2x Nkomazi – Madadeni and Magudu, Dr Pixley kalsaka Seme – Driefontein, Albert Luthuli – Dundonald, Dipaliseng – Balfour, Mkhondo – Amsterdam. The Department initiated high profile games such as the **Mpumalanga Cultural Xperience Cup** hosted in the Mbombela stadium to ensure that the facilities are utilized.

One of the greatest achievements is the manner in which young people have been galvanised to participate in sport activities in their numbers. **Mass Participation programmes were launched** and implemented in all our communities by ensuring that each municipality mobilises young people from the ward level. Currently, the Province is successfully implementing School Sport Programme for all schools in the Province. Schools are encouraged at the beginning of the school calendar to register for participation in all the prioritised sport codes.

The **School Sport Programme has been unbundled** into seasonal games at national level. During the 2018 summer games the Province attained position 4 out of 9 Provinces. The strongest code of Mpumalanga is gymnastics as it consistently attains position 1. Support is given to schools, clubs, and municipalities through the supply of sport equipment per annum on a rotation basis.

Between 2004 and 2007 the Department received a grant from Sport and Recreation South Africa via the **Building for Sport and Recreation Programme**. This grant was used to renovate, build, and reconstruct sport and recreation facilities. During the period of 2004 and 2007 an amount of R22,5 million was used to benefit sport facilities in different municipalities such as Thembisile Hani, Dr JS Moroka, eMalahleni, Victor Khanye, Mbombela, Nkomazi, Umjindi, Thaba Chweu, Msukaligwa, Mkhondo, Chief Albert Luthuli and Dipaliseng.

The Province has **883 registered sport facilities** (schools, community and privately owned) on the national database. The Municipal Infrastructure Grant allotted to municipalities is still not optimally utilized by all municipalities to provide and maintain both the sport and recreation facilities. Since 2016 there are notable improvements as the grant for sport has been ring fenced to specific sport facilities. 6 major sport infrastructure facilities were upgraded through the Municipal Infrastructure Grant. The sites that benefited include eMalahleni, Lekwa, Mkhondo, Msukaligwa, Victor Khanye and Nkomazi Local Municipalities. In addition, 3 community outdoor gymnasia were also built and completed in the three local municipalities, namely, Msukaligwa, Nkomazi and Thembisile Hani. These sport infrastructure facilities will go a long way towards providing access and racial integration to the youth of the Province.

The Province has also established **Rural Sport League** constituted by the 68 teams from Traditional Councils. In addition, support has been given to major sport tournaments such as the

**Loskop marathon** with more than **6 000** participants annually and **MP Cycling Tour** covering 817 km in 6 municipalities.

Furthermore, the Province has initiated the pre-construction phase of the **Cultural Hub** which is a one-stop shop that will accommodate three sub-sector strategies such as Arts, Craft and Design, Arena and Performing Arts, as well as Film and Video facilities. The **Mpumalanga High Altitude Training** centre is a pioneering centre for sporting excellence which harnesses the proven benefits of training at high altitude which boast an enviable array of state-of-the-art training facilities for numerous sporting codes as well as accommodation, technical and administration facilities. Both projects have achieved milestones such as, land acquisition, master plan & costed architectural designs as well as registration with National Treasury for PPP investment. The processes to finalise PPP approvals and securing private investors are still on progress for both projects.

The attainment of a social compact hinges on cooperation of all role players across the board to bring much needed equity in society. The implementation of a Draft Social Cohesion Strategy will bring much needed monitoring impact of policies and events geared towards social cohesion and nation building.

Mpumalanga takes pride in its sports and culture heroes. We

continuously celebrate and hold in esteem our heroes in honor of their achievements and raising the flag of the province in the different sports, arts and culture disciplines. The following are our listed heroes and heroines that are celebrated:

- Dr Esther Nostokana Mahlangu – Mural painting
- Dr Nothembi Mkhwebane – Ndebele traditional music
- Mr Ray Chikapa Phiri - Music
- Masibuyele kujehova - Gospel
- Dr JZ Sambo – Choral music
- Sam Nzima – Photography and Journalism
- Dr Aaron Gubudla Malindzisa – Literature
- Dr PB Skhosana – Literature
- Josiah Thugwana – Athletics
- Sipho Ngomane – Athletics
- Ntando Mahlangu – Paralympic Athletics
- Trevor Nyakane – Rugby World Cups
- Keo Mokolopo – Olympics in Gymnastic

Mpumalanga Province is actively involved in bringing about social cohesion through different sporting codes in our schools. Various schools actively participating in schools' sports at provincial inter -schools and national competitions. 8427 school athletes participated in various sporting codes at a district level while 2000 participated at provincial levels and 818 at national competitions in the 2019 financial year. The sporting codes our athletes participate includes gymnastics; rugby sevens; football; basketball and volleyball





# CONCLUSION





## 15. CONCLUSION

This Twenty-Five Year Review highlights some of the key achievements and challenges that the Mpumalanga Province has experienced across sectors since 1994. The information contained herein is by no means exhaustive and does not attempt to replace the detailed performance reports developed by sector departments over the past two and a half decades.

This overview demonstrates the Province's significant progress made in addressing the triple challenges of unemployment, poverty and inequality for its citizens and residents.

The Province has embraced its role in forging a stable social and political environment, which supports democracy, equality, growth, development and social cohesion for all the people of the Province.

As we move forward, we understand our achievements serve

only to bolster our plans and initiatives for the future. The challenges encountered in the 25 years are a mirror that will keep on reminding us of the mandate we carry for the people of Mpumalanga to bring about change, a better life for all, fight the triple challenges of unemployment, inequality and poverty.

Our future strategies and programmes are focused on employment creation, overcoming economic infrastructure backlogs, improving the quality of service delivery, building a capable developmental state and overcoming the challenges that continue to plague basic education and the provision of quality health services.

The Mpumalanga 25 Year Review Report also provided the province to intensely interrogate and conduct a deep analysis of its systems, information management and the challenges that have continued to engulf our people. Our future shall not resemble our past as we will seek to improve on the quality of data that is kept by all departments, alignment of our evaluation plans to the DPME and NEPF to synchronise our planning and reporting.





