



## planning, monitoring & evaluation

Department:  
Planning, Monitoring and Evaluation  
REPUBLIC OF SOUTH AFRICA



# DIAGNOSTIC EVALUATION OF THE IMPLEMENTATION OF THE POMFRET REHABILITATION AND RELOCATION PROJECT REPORT

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## List of Abbreviations

ART	Asbestos Relief Trust
ASCC	Australian Safety and Compensation Council
COGTA	Corporative Governance and Traditional Affairs
DME	Department of Minerals and Energy
DoE	Department of Energy
DPME	Department of Planning Monitoring and Evaluation
DEA	Department of Environmental Affairs
DMR	Department of Mineral Resources
DoD	Department of Defense
GEFCO	Griqualand Exploration and Finance Corporation
DMV	Department of Military Veterans
GNR	General Notice Regulations
DEAT	Department of Environmental Affairs and Tourism
DPW	Department of Public Works
EPWP	Expanded Public Works Programme
ICR	Institute of Cancer Research
IGTT	Intergovernmental Task Team
GDP	Gross Domestic Product
GIS	Geographical Information System
KRT	Kgalagadi Relief Trust
MPRDA	Mining and Prospecting Resources Development Act
NEMA	National Environmental Management Act
NEWMA	National Environmental Waste Management Act
PRP	Pomfret Relocation Programme
SANBI	South African National Biodiversity Institute
WSP	Water Service Provider



## POLICY SUMMARY

### **Violation of the constitutional rights of Pomfret**

Section 2 of the Constitution of South Africa enshrines on every citizen the right to a clean and safe environment that is not harmful to their health. The discovery of asbestos contamination in Pomfret renders the environment unsafe and unclean. Allowing the community to remain in such a condition is a fundamental violation of their basic constitutional rights. A strict policy action is required on the part of government to remedy this condition.

### **Lack of action on Court interdict**

Although cabinet pronounced that the community be relocated and integrated into the rest of society, the court interdict that suspends this relocation is still in place and needs to be dealt with before any other relocation intervention can be carried out.

### **Legislative shortcomings**

#### ***Asbestos Regulations (Act 28 of 2002)***

The asbestos regulations that stem from the Occupational Health and Safety Act, deals extensively with occupationally related safety measures of handling asbestos contamination in South Africa. There is however no section of this regulation or any guideline thereof on what should happen to people residing in close proximity to asbestos contaminated areas. Instead, one could only infer from other pieces of legislation on what to do with various aspects of the relocation process. The case of Pomfret, like many other communities residing within asbestos contaminated areas, is a revelation on the limitations of the absence of such regulations.

#### ***Absence of regulation or a policy document covering relocation of communities.***

What has emerged from the study is that there appears to be no explicit legislation that talks to how relocation should be conducted in South Africa. This is left to be inferred from other pieces of legislations that may relate to specific aspects of relocation. For instance, the relocation of Pomfret was necessitated by the violation of the constitutional rights of the community to safe and non-harmful environment, supported by political declaration. When it comes to implementation, this is found wanting as there is no policy instrument that can be used to guide how the actual relocation should be conducted. At this point, one might be inclined to say this probably explains some of the challenges encountered in planning the relocation in 2008.

# 1. EXECUTIVE SUMMARY

## 1.1 Background

Pomfret is a settlement located at the edge of the Kalahari Desert within Kagisano-Molopo Municipality. The town is located next to an old asbestos mine and had subsequently been used as a military base after the closure of the mine in the 1990s. Many of its current inhabitants are former members of the 32 Battalion, also known as Buffalo Battalion. These ex-soldiers are predominantly Portuguese-speaking Angolans who were recruited to fight on the South African government side in Angola and Namibia, and to police the black townships.

Currently the town faces various challenges, particularly relating to the lack of provision of basic services, such as the supply of electricity, sanitation, solid waste removal, access to social and security services as well as lack of water and sanitation services in the primary school. In addition, the town is currently under the ownership of the National Department of Public Works and as a result, the District Municipality is unable to source funding for the provision of services. These complicated institutional arrangements appear to further exacerbate the situation.

The Office of the President alerted the Department of Planning Monitoring and Evaluation, through the Special Projects Unit, of the service provision issues faced by residents of Pomfret following a complaint by a school principal on the deplorable and unbearable conditions within which they are living. In order to understand the nature of the issues and their complexity, the DPME commissioned a diagnostic evaluation of the current situation and the implementation of the previous relocation intervention, the findings of which will guide the development of a new intervention to address the issues of the Pomfret community.

The purpose of the evaluation is to unpack the current issues of Pomfret and also reexamine the previous relocation intervention to understand what went wrong. This is to guide the development of a new intervention to address the identified problems.

## 1.2 Objectives and scope of the evaluation

The evaluation sought to understand the symptoms of the problem or issue, the met and unmet needs of the Pomfret community. This included understanding the current situation in relation to service delivery, the current socio-economic conditions, as well as the political commitment for relocating the community. The study aims to understand the root causes that contribute towards the problem, identify the possible solutions, the relevant strategies, services and possible incentives. Additionally, the study is intended to explore options of what would happen if the

community is relocated / not relocated and investigate why some community members were successfully relocated and did not return to Pomfret.

## 2. METHODOLOGY

### 2.1 Approach to the Study

This study adopted an interactive design and case study approach. Mixed methods strategy was used in collecting data. Data was processed based on systems thinking approach of analyzing public policy issues (Ackoff, 1974; Gharajedaghi, 2006).

### 2.2 Data Collection – Population and samples

Multi data collection methods were used which include comprehensive Literature and Document Reviews, Stakeholder Workshops (Devising Seminars) with members of the Intergovernmental Task Team, Household Surveys (Computer Assisted Personal Interviews (CAPI), with 328 community members that are currently residing in Pomfret as well as 99 interviews with former Pomfret residents that have been successfully relocated to Mahikeng. The survey respondent criteria were restricted to the decision maker in each household.

### 2.3 Data Analysis

The problem tree and objective tree analysis tools are used to unpack and structure the issues, which allowed mapping of the causal relationship between issues, leading to the identification of root causes and consequence to allow for informed formulation of objectives and alternative interventions to deal with the situation. The various intervention scenarios formulated are evaluated using a multi-level criteria, based on the OECD and NORAD evaluation criteria which deals with evaluating all aspects of the scenario; covering socio-cultural, political and economic aspects of the various options (NORAD, 1999; OECD, 2015). Graphs and narratives are used to illustrate the results of the surveys conducted and the analytical framework as illustrated in Annex 1.

#### **Summary of key points from the literature review**

What is clear from the literature and case studies reviewed is that, the issue of asbestos contamination and its health effects on surrounding communities had been taken seriously in many countries. In most cases the mines were rehabilitated by encapsulation. In most cases, the rehabilitation attempt did not succeed within the short term, calling for further corrective measures. This therefore suggests that the success of rehabilitation is not guaranteed on a once

off effort but rather is a continuous process which requires monitoring and corrective measures when necessary to ensure long term success.

In the cases of the countries outside South Africa, a common practice was the provision of post rehabilitation monitoring, which appears to be neglected in the South African cases. In addition, another common practice in the international cases reveals that relocation of communities was part and parcel of the rehabilitation efforts, be it temporarily or permanently. This again is not being applicable in the South African cases reviewed. As Matsabatsa (2010) noted, the literature seems to suggest that the relocation of communities away from contaminated areas may be a more effective way of reducing the risk of exposure and its effects on human health. Furthermore, the relocation of communities away from the area while rehabilitating and restricting access to the sites are noted to increase the chances of a successful rehabilitation.

## 2.4 Discussions

### 1. What are the service delivery needs of the community?

From the analysis of the study, the community is still without basic services such as electricity, water, sanitation, health and policing services. These basic services are the rights of all citizens and need to be restored. Government's neglect to provide these may constitute violation of the rights of the community.

There are high levels of unemployment within the community due to the lack of socio-economic opportunities. Formal education levels are low, and this may have an influence on the types of socio-economic opportunities that may be accessible to the community and those that might need to be provided. This, then, calls for opportunities that will enable access to economic opportunities and upliftment for the community, which is a critical component of the intervention. Moving the community to established towns may offer these advantages as there may be various opportunities to which the community may be exposed.

### 2. What was the political commitment for relocating the area?

Government, through Cabinet, committed itself to relocate the community to a safer area in 2005 - this equates the solution proposed by the study. To-date, this commitment still stands unless otherwise altered by Cabinet. To buttress this commitment, an Intergovernmental Task Team (IGTT) was established and is working with local authorities in the area to oversee the implementation of this commitment. However, the commitment does not only require political backing, but also the sufficient commitment of financial resources to deliver on the mandate efficiently. There also appears to be support at all spheres of government which will propel the relocation programme to a success.

**3. Are there major gaps or flaws in the programme objectives, approach, institutional arrangements, and/or programmes?**

The study brought forth a number of gaps which include the effect of the design and planning of the programme on implementation as well as institutional arrangements between the stakeholders. In addition, lack of suitable legislative framework to guide the planning and implementation also impeded the implementation process.

**4. How effective has coordination of the project been, including the extent to which relevant resources have been mobilised from various departments and aligned with the programme coordination across departments as well as other relevant external implementing organizations, including coordination within relevant departments?**

It was clear from the study that the coordination of the first relocation attempt is deemed inadequate. Even though documentation on the roles played by the various departments was scanty, it was noted that the key role players appeared to be those departments that were presumed to be directly related to the Pomfret, even though other departments were pulled in at a later stage. This resulted in inadequacy of resources. From the analysis, a project of this magnitude requires the participation of all relevant departments, properly and efficiently coordinated. The roles of each department needs to be clearly spelt out, and the resources needed should be identified and the contribution of each role player clearly communicated. The onus then lies with the individual departments to mobilize the funding. Currently, the IGTT, led by the Department of Public Works and the Presidency (DPME), is the coordinating organ for the project. The IGTT has on board several government departments and municipal representatives. Through this evaluation, an implementation plan has been drafted which spells out the tasks required, responsible departments for each task and also resources needed. This is expected to go a long way to address the issues of coordination and resource mobilization, if implemented well.

**5. Which aspects of the relocation were successful and why?**

Even though the relocation is considered a failure, the key issues discovered are directional or pointers on how the next intervention should be planned and executed. In addition, issues of adequate planning, proper institutional support and funding should be high on the relocation agenda. The previous intervention is evidence of how important these are in success of the relocation intervention.

## **6. What are the options that could be considered to deal with the problem (How can implementation be strengthened and resources reallocated)?**

The study identified relocation of Pomfret community to Mahikeng, Vryburg and Tosca as the ideal solution to the current Pomfret problem. This is expected to result in the access to provision of services and socio-economic opportunities for the community as these services already exist in these identified communities.

### **2.5 Conclusions**

This evaluation was commissioned to investigate and unpack the current problems in Pomfret by examining the symptoms and root causes. It also intends to systematically review the implementation of the previous relocation intervention and to bring to the fore lessons that can be drawn to develop a new intervention for the current issues that the community is facing.

A case study strategy was utilized to collect data through mixed methods to critically evaluate the Pomfret situation. The literature review concluded that asbestos is indeed a dangerous environmental pollutant that is a health hazard to people and animals when exposed to them. Many countries around the world, including South Africa, have taken stringent actions to ban the use of asbestos and declared areas infested with asbestos as hazardous zones. Case studies from Australia, New Zealand and USA show that it is a common practice to relocate communities away from asbestos contaminated areas during habilitation. In South Africa however, this seems not to be the case. Most communities, such as Prieska, Penge and Pomfret continue to reside within polluted environments.

Pomfret was declared as hazardous in 2005 based on which cabinet decided to relocate the community in 2008 due to reemergence of asbestos contamination from the mines. The relocation however did not go according to plan due to issues largely attributable to poor planning and coordination, which resulted in community members not seeing value in the relocation and were unwilling to leave behind the life they were used to, including socio-cultural belongings. There was inadequate community and stakeholder engagement which would have addressed many of the issues encountered during implementation. Implementation failed mainly due to lack of adequate resources and coordination of implementation. Also, posts relocation monitoring was not undertaken, as seen in many international cases.

The limited service provision to the community of Pomfret since 2008 (after the halt of the relocation process), has culminated into the deterioration of infrastructure, such as electricity, water and sanitation as reported in 2014. The study found that the combination of asbestos contamination and deplorable socio-economic conditions in Pomfret makes the place currently not conducive for human habitation. This therefore violates section 2 of the South African

constitution under the bill of rights which bequeaths every citizen the right to a clean environment that is not harmful to their health.

The study identified relocation to Mahikeng, Vryburg and Tosca as the ideal solution to the problems as these will leverage on existing coherence and existing resources in these communities, though deliberate efforts may be needed to ensure the envisaged coherence is achieved. Also, relocation is in line with the declaration of Pomfret as a hazardous zone, as this will move the community away from the contaminated zone into a healthier environment.

In conclusion, it is emphasized that in order for this relocation to succeed, the mistakes of the previous intervention cannot be repeated. The intervention needs to be adequately planned, designed and implemented according to the plan. Commitment from the various government departments in both financial and nonfinancial ways is crucial and must be properly coordinated. The key recommendations given in this study should be used as a guide in the planning and delivery of the new relocation intervention.

## 2.6 Recommendations

The following salient points are critical in ensuring the success of any solution or sets of solutions to the issues identified in Pomfret:

- a) The court interdict that put a stop to the previous relocation intervention has not been lifted. Any relocation that may be planned and implemented will contravene the court interdict and be deemed illegal. A decisive action is required on the court case, to deal with the interdict prior to any relocation.
- b) At this point, the Pomfret community could be seen as very fragile and needs extra care and handling considering the large number of elderly and female dominated population. In addition, a significant proportion of the community suffer from asbestos related ailments which requires them to be close to health facilities. Provision of a conducive environment is a matter of necessity.
- c) There has been great momentum that is building from interaction with the community and also the work being done by the IGTT, in preparation for the relocation of the community. This needs to be taken advantage of while the community remains calm in anticipation of a relocation. This requires that any planned intervention be executed within the shortest possible timeframe. Any delays may lead to further anxiety and tension, therefore jeopardizing the success of such intervention.



- d) The planning and execution of the development requires collective commitment of all involved stakeholders. All relevant national, provincial and local spheres of government need to communicate efficiently and coordinate efforts to avoid duplication and confusion.
- e) All departments must commit resources and funding that is adequate to achieve the relocation objectives.
- f) It was revealed through discussions in the study that there are currently housing backlogs in some of the identified communities, especially in Tosca, Mahikeng and Vryburg. If these are not dealt with or taken into consideration, tension may arise if the new houses are built for the Pomfret community to the neglect of the members of the receiving community who have been awaiting houses. This may create tension and social conflicts.
- g) In addition to the above, there is a need for intensive sensitization of the community in Pomfret to create clear awareness around the intervention and its benefits. There is also the need to sensitize the receiving communities where the Pomfret people will be relocated. This calls for rigorous public participation and social facilitation.
- h) After relocation, there is a need for post relocation support, which will ensure that integration is fully realized. Post relocation monitoring and support should be provided so that any unforeseen issues that may arise can be addressed timeously.



## 3. SUMMARY EVALUATION REPORT

### 3.1 Background

Pomfret is a settlement located at the edge of the Kalahari Desert within Kagisano-Molopo Municipality. The town is located next to an old asbestos mine and has subsequently been used as a military base after the closure of the mine in the 1990s. Many of its current inhabitants are former members of 32 Battalion, also known as Buffalo Battalion. These ex-soldiers were predominantly Portuguese-speaking Angolans who were recruited to fight on the South African government side in Angola and Namibia, and to police the black townships.

The Pomfret area is currently under the control of the National Department of Public Works. Following the departure of the Defense Force from the base in the mid-1990s, some ex-members of the force and their families were left behind and since then protracted engagement had been entered into, to find alternative accommodation for them. Furthermore, the base was not designed to be a township nor a suburb and in 2005 was declared a health hazard by government due to its location close to an asbestos mine. The declaration led Cabinet to take a resolution that the community be relocated and integrated with the rest of the South African society.

In 2008, a decision was taken by cabinet to relocate the community of Pomfret to Zeerust and Mahikeng. After a series of meetings with the people accommodated at the government-owned buildings in Pomfret, many households indicated their willingness to be relocated. However, certain groupings at Pomfret resisted the relocation and had on several occasions accosted those who were willing to be moved. This eventually led to a point where some of the community members contested the relocation and applied for an interdict from the courts that prevented government from relocating any person from the town and carrying out any activity such as damaging or vandalising any habitable property in Pomfret. This brought the relocation process to a halt.

Currently the town faces various challenges relating to the lack of provision of basic services, such as the supply of electricity, sanitation, solid waste removal, access to social and security services as well as lack of water and sanitation services in the primary school. In addition, the town is currently under the ownership of the National Department of Public Works and as a result, the District Municipality is unable to source funding for the provision of services. These complicated institutional arrangements appear to further exacerbate the situation. These issues cannot be left unattended to as it was reported by community members that the conditions are getting worst and required an intervention.

### 3.2 Evaluation problem statement

The Office of the President alerted the Department of Planning Monitoring and Evaluation, through the Special Projects Unit, about the service provision issues faced by residents of Pomfret following a complaint by the school principal on the deplorable and unbearable conditions within which they are living in Pomfret. In response to the complaint, government intended to investigate and find a solution to the service provision and contamination issues reported in Pomfret. This however appeared to not be a simple task due to the need to first of all understand what went wrong with the initial intervention meant to relocate the community and rehabilitate the area, and where along the line has the issue of service provision also crept in.

In order to understand the nature of the issues and their complexity and to help develop a new intervention, the DPME commissioned a diagnostic evaluation of the current situation and then find out what went wrong with the implementation of the previous relocation intervention. Using a case study approach, underpinned by a realist's evaluation and systems thinking this study was designed to systematically and critically interrogate these issues in a holistic manner. The findings will then guide the development of a new intervention to address the issues of the Pomfret community.

### 3.3 Purpose of the evaluation

There are two main purposes for which this evaluation is being undertaken. Firstly, to retake a look at the implementation of the relocation and rehabilitation process of the Pomfret community, paying attention to the coordination of intergovernmental or departmental and stakeholder role players relative to the mobilization of resources execution of project goals and objectives in the period of review, including its associated policies and regulations.

Secondly, the study purposes to identify the successes and challenges in the implementation of the relocation process and draw on lessons which will provide recommendations and guidance regarding improvements to the planning and implementation of an appropriate intervention to deal with the current situation in Pomfret. To attain these two main goals, key specific objectives have been identified to guide the evaluation.

### 3.4 Objectives and scope of the evaluation

The evaluation will seek to:

- **Understand the current symptoms of the problem or issue**, this will include understanding **the met and unmet needs of the Pomfret community**. The

current situation with delivery of services, the current socio-economic situation, the political commitment for relocating the community

- **Understand the root causes that contribute towards the problem.** To determine the strengths, weaknesses, opportunities and threats in the current situation.
- Identify the **possible solutions** to the root cause of the problems – the relevant strategies, services, incentives.
- **Explore what worked, and why.** Understanding why some community members were successfully relocated or why they did not return to Pomfret.
- **Explore options of what would happen if the community is relocated / not relocated.** To explore whether the options suggested are consistent with cultural and other characteristics of the Pomfret community.
- **Testing the feasibility of various options** by considering various implications such as cost and human resources.
- **Develop a process map** (series of events) of the intervention through the development of a potential theory of change.

### 3.5 Evaluation questions and hypotheses

Table 1: Evaluation questions and hypothesis

Indicators	Key evaluation question
Levels of employment, literacy levels; personal safety ; new technologies; physical environment; access to public amenities	What is the current socio-economic status of the area?
Pomfret project documents, Integrated Development Plans 2005 -2015, Memorandum of understanding between the different stakeholders, Number and types of project feasibility studies conducted	What was the political commitment for relocating the area?
Access to and the availability of primary education, water and sanitation, access to electricity services, infrastructure, parks and recreation services, social services , health services	What are the service delivery needs of the community?

Existence and adequacy of reports to track performance of relocation projects, existence of monitoring database.	What is the scale and scope of the met and unmet needs?
Institutions available to serve multicultural communities, Referrals within both formal and informal networks	Are interventions proposed consistent with cultural and other characteristics of the target population?
The implementation of IGR legislation, IGFA, DORA, MFMA Municipal Fiscal Powers and Functions Act, Property Rates Act. Existence of IGR Forums and bodies – Budget Forum, FFC	What are the current intergovernmental relations?
Amount of funding available to Public Works, capacity and competence of human resources, number and types of projects as identified as per the IDPs	What is the capacity for delivery available within DPW?

### 3.6 Delimitation of the evaluation

It is noted that the initial relocation intervention resulted in some of the community being related to extension 39 of Mahikeng Town. Other community members also migrated to other areas of their choice due to the reported socio-economic conditions in the area, which implies that the community of Pomfret could be more than those living in Pomfret and Extension 39 of Mahikeng. This study will only cover the population living the Pomfret and Extension 39 of Mahikeng as these are the well documented locations that could be easily assessable to the research team in order to save time and complete the study within the duration and financial resources allocated. The study did not cover the population of Pomfret residents that have migrated to other areas outside Pomfret.

Furthermore, this study was designed to cover all available documentation of evidence that is of scientific in nature such as the asbestos contamination levels, both in the air or surface or underground water quality that is already documented or readily obtainable from reliable sources. This study did not cover any laboratory tests and water and air quality tests. Instead, visual observations on site of evidence of asbestos exposure were explored.

### 3.7 Justification of the evaluation

This study is about obtaining empirical evidence to understand the nature of the issues raised in Pomfret in order to find a sustainable solution to them. One could argue that, given the failure of the first intervention, there is the assumption that the issues that the community raised that led

to the stop of the relocation have not been resolved. The court cases are still pending and other matters have simply been left to hang. The nature of these issues then cannot be fully understood unless critically interrogated with the full participation of the community. For this reason, a diagnostics evaluation of the community's predicament could provide some of these answers. A combination of empirical research evidence and evidence provided from interacting with the community and stakeholders allows for understanding these issues from scientific, social and economic perspectives.

### 3.8 Preface

The trails of detrimental effects of historical asbestos mining have been noted in the asbestos and health research literature (Berman & Crump, 2008; Luus, 2007a; Naidoo, 2008), and form the basis of concern for governments to find ways to help communities that are at risk of any exposure to asbestos (GHD & Brinckerhoff, 2006; Nel, 2006). This report presents a theoretical understanding of asbestos and the nature of the dangers posed by its exposure and implications for planning. The case of Pomfret is quite unique, as it does not only look at asbestos, but also other socio economic issues that make living conditions in the area to be described as unbearable. This report presents the outcome of the diagnostic evaluation undertaken, through a systematic collection and analysis of the data. Based on the evidence collected, key recommendations have been made herein to guide the design and implementation of a new intervention to addresses the issues in Pomfret.

## 4. SUMMARY OF THE LITERATURE AND DOCUMENT REVIEW

### 4.1 Asbestos and Its Uses

Asbestos, once referred to as the “*magic mineral*”, was one of the great minerals at the center of attraction in the mining industry especially in the last century (Huff, 1978a; Luus, 2007b; Naidoo, 2008). Production and usage around the world peaked during the mid-1960s to 1970s, as many countries chased after its astounding qualities (ASCC, 2008). It has been commercially mined in many countries throughout the world, including various areas of northern South Africa.

“*Asbestos*” is a generic term used to describe the group of naturally occurring hydrated silica minerals which are fibre-like in nature with the potential of being woven into cloth. Asbestos is known to occur in two main forms, classified according to the composition of the fibres (Huff, 1978a). These two main forms are the *amphibole* and *serpentine forms* (Luus, 2007b). In the South African literature, asbestos is the term used to describe six naturally occurring group of

rock minerals, namely: **“Amosite, Chrysotile, Crocidolite, Fibrous actinolite, Fibrous anthophyllite and Fibrous tremolite”** (Liebenberg-Weyners, 2010).

Asbestos is known to be very industrially useful and is said to have more than 3000 uses around the world (Berman & Crump, 2008a; Huff, 1978; Kgalagadi, 2009). It also contributed several billions of Rands to the economy of South Africa through exportation, especially the blue asbestos (Naidoo, 2008). Some common uses of asbestos include the manufacture of roofing tiles, water reticulation pipes, road tars and vehicle brake pads.

## 4.2 Dangers of Asbestos

Asbestos is known to be one of the main causes of respiratory diseases in communities and areas where it is handled or occurs. Common asbestos related diseases include lung cancer, asbestosis (lung fibrosis), mesothelioma, pleural disease and other lung cancer type diseases (Black, 1978; Luus, 2007b; Petja, 2009). Asbestos diseases are contracted mainly through inhalation as the fibers become airborne.

Many asbestos related diseases were recorded in South Africa. These include asbestosis, mesothelioma and asbestos related pleural thickening, (Campus, Meintjes, Hermanus, & Scholes, 2008). South Africa was noted to have recorded one of the highest incidences of mesothelioma in the world. The literature suggests that between 400 to 500 cases were diagnosed yearly.

## 4.3 Common Channels of Contraction

Asbestos related diseases stem from exposure in mining activities, people working on asbestos manufacturing sites, including maintenance and demolishing works, and through environmental means, where asbestos occurs in the environment and become airborne through human activities, or natural phenomena such as air erosion.

## 4.4 Asbestos Legislation / Restriction and Bans around the World

The discovery of the increasing dangers of asbestos to human health led to many countries around the world formulating regulations to control the use of asbestos. This finally led to bans in asbestos usage in several countries. The table below shows countries that restricted exploration, manufacturing and usage of asbestos.

Table 2: Countries where asbestos bans of restrictions were imposed over the last few decades (Source: The Asbestos Booklet, 2009).

Period	Countries
1983 -1989	Iceland, Norway, Denmark, Sweden, Hungary, Switzerland, Australia
1990 – 1999	Austria, The Netherlands, Finland, Italy, Germany, Croatia, Japan, Kuwait, France, Slovenia, Poland, Monaco, Belgium, Saudi Arabia, Lithuania, United Kingdom
2000 -2009	Ireland, Brazil (partial), Latvia, Chile, Argentina, Spain, Luxemburg, Slovakia, New Zealand, Uruguay, Malaysia, Australia, Honduras, Japan, Bulgaria, Cyprus, Czech Republic, Estonia, Greece, Hungary, Lithuania, Malta, Portugal, Slovakia, Egypt, Jordan, New Caledonia, United States of America, <b>South Africa</b> , South Korea.



## 4.5 Asbestos Mining in South Africa

Asbestos mining in South Africa began in the 1890s with the establishment of the first blue asbestos mine around the Town of Prieska in the Northern Cape Province, and continued up to 2003 and spread to other parts of the northern parts of the country during this period (Matsabatsa, 2009).



Figure 1: Asbestos mining locations in South Africa. (Source: *The Asbestos booklet* (Kgalagadi Relief Fund, 2009))

Three main types of asbestos were commercially mined in South Africa. These include, the crocidolite, also known as blue asbestos; amosite also referred to as the brown asbestos and chrysotile, known as white asbestos. The crocidolite occurs mostly in the North West province, around the towns of Pomfret, Kuruman, and stretching down to Prieska. Deposits of amosite were found around the town of Penge, in the Limpopo province while chrysotile deposits were mined in the Mpumalanga province (Kgalagadi, 2009a). The map in Figure 1 shows the geographical locations where the various asbestos mines were located in South Africa.



## 4.6 Asbestos Legislation in South Africa

Until the introduction of asbestos regulation in 2002, there was no explicit legislation on the mining and handling of asbestos despite the establishment of causal link between asbestosis and mesothelioma in Kimberley and other places in the 1970s and 1980s. Mining in general in South Africa was historically known not to be properly regulated until the promulgation of the Mines and Works Act in 1956. Asbestos mining in particular was also not adequately covered in this regulation, for the fact that asbestos was considered a base mineral. Asbestos mining was however covered in 1976, by the Atmospheric Pollution Act (Act 45 of 1965) after the declaration of asbestos production areas as dust pollution sites (Liebenberg-Weyners, 2010). Asbestos legislation (Act 28 of 2002) which stems from the occupational Health and Safety Act (Act 85 of 1993) is the only explicit legislation on asbestos, however this also only related to the occupational use and protection measures of asbestos.

## 4.7 Case Studies (for benchmarking)

### 4.7.1 International Cases

#### ***The Case of Mountain View Mobile Home Estates – Arizona, USA***

Mountain View is a small mining town located in Gila County in Arizona with about 300 inhabitants. The town was said to be established to accommodate miners working on the mining of blue asbestos in the area between 1953 and 1974. The mine was closed down in 1974 due to health concerns of air pollution caused by asbestos dusts. After the closure of the mine, the land was leveled and the asbestos tailings were used for landfilling. The reclaimed land was subsequently subdivided into 55 plots on which a residential estate was developed to accommodate about 130 people.

It was later discovered in 1979 that the soils and air were still contaminated and declared in 1980 as unfit for human habitation. The community was then temporarily relocated while the infected areas were being disinfected. The mills were demolished and all contaminated material buried. The buried material was then capped with a 1.5m topsoil as protective cover against asbestos migration. However, in 1981, it was again discovered that the asbestos have been exposed by erosion and human activities. The community was again relocated temporarily in 1983 while four-week investigation and feasibility studies were conducted to determine most suitable options. The remedial alternatives looked at included abandoning the site, rehabilitating by removal of asbestos and capping the asbestos tailings.

The investigations concluded that, due to the level of contamination, a permanent solution was required. Based on cost effectiveness, feasibility, and most effective way of protecting public health and the environment, it was decided that the estate be abandoned and a permanent relocation of residents be carried out. The community was permanently relocated in 1985.

The affected properties were purchased by government, demolished and buried and the entire area covered with filter fabric to limit further erosion. Crushed rock was then overlain on the capping and the area fenced off and to be monitored under a 20year observation plan. Monitoring conducted in 1988, 1991 and 2005 reported no further contamination.

### **Asbestos contamination in Wittenoom, Australia**

Wittenoom, was a mining town established in 1937 in northern Australia for asbestos miners and was noted to be the largest town in north of Australia. Blue asbestos was mainly mined in the area, yielding about 150000tons between 1937 and 1966. The asbestos waste ore (tailings) was estimated to be about 3 trillion tons (GHD & Brinckerhoff, 2006).

The air was later discovered to be heavily polluted with asbestos fibers and the area declared as contaminated by the Australian Department of Environment and conservation. The community was relocated in the late 1970s temporarily in order to rehabilitate the town after about 40 people died of asbestos related diseases and a lot more were reported sick (GHD & Brinckerhoff, 2006). A risk assessment conducted indicated that the airborne asbestos was blown over a distance of about 10km<sup>2</sup>. The study identified about 29 strategic options aimed broadly at reducing the sources of contamination, managing the exposure pathways and to reduce movement of contamination and also management of user groups to reduce exposure to contamination. The options were evaluated in terms of cost, health and safety, social acceptability, impact on physical and natural processes and ecosystems. The risk assessment recommended the town be closed, with all strictures demolished, except the graveyard which can be accessed through a special dedicated road. All other areas were to be fenced off (GHD & Brinckerhoff, 2006).

The Government then decided to relocate the community permanently through a phased approach which began in about 1970. The study noted that as at 2006, only 8 residents remain (GHD & Brinckerhoff, 2006). Wikipedia article on Wittenoom pegged the population at 3, as at 2016. This article also reported that the town's name has been removed from all road mappings and all roads leading to contaminated areas are closed. (Wikipedia, 2017)

#### 4.7.2 Case Studies within South Africa

##### ***Post Closure Environmental Impacts, Case of Penge in Limpopo Province***

Penge, is one of the oldest asbestos mining towns in Limpopo Province. Blue Asbestos mine operated in the area from 1914 to 1992. According to a case study on the situation of contamination in Penge, it was noted that after the mine closed the community remained, using the buildings and other structures as residential facilities, after rehabilitation by the Department of Minerals and Energy (Matsabatsa, 2009). The study also revealed that (DME) and subsequent declaration of the village as habitable by the Limpopo Provincial Government. Further investigations in 2006 by officials from the Department of Health revealed heavy asbestos contamination in Penge and concluded the town was unsafe for human habitation. The study concluded that even though the town was said to be rehabilitated using asbestos fibre encapsulation method, which is widely used across the world, this was however ineffective as there is still asbestos contamination in the community. The study also found out that no post rehabilitation monitoring was carried out, within the 12 years post rehabilitation as at 2008. There were poor records of the rehabilitation procedures. The study concluded that the rehabilitation has failed due to many reasons. It then recommended that the best option will be to relocate the community and close off the community as an effective measure to prevent further cost threats to human health. Rehabilitation efforts were reported to be planned by DMR. An article in May 2011 revealed that a company called Mintek was provided a bout R90million to rehabilitate the Mine in Prieska and four others including Penge, Osizweni (Business Report, 2011), Literature on the case did not clearly show how the community is to be treated while the rehabilitation is being carried out. `

##### ***The Case of Prieska, Northern Cape Province***

Prieska a small rural mining town in the Northern Cape Province in South Africa, where workers of the previous mine reside. A study aimed at finding out the asbestos risks of the community of Prieska concluded that even though the mine closed several years ago, the community is still left exposed to asbestos contamination (Waldman, 2005). The study found that several areas of the community, including houses, and the air were heavily polluted with blue asbestos. (Waldman, 2005). The study noted that the community is fully aware of the asbestos risks and contamination of the community. Many of the community members were noted to have contracted asbestos related diseases. The community then formed a local activist group which represents them in fighting and requesting for action against asbestos contamination and compensation for victims. This forced the DMR to prioritize the rehabilitation of Prieska and in 2010, an R90million funding was provided to Mintek (Business Report, 2011), a research company to rehabilitate the area.

## Discussion

What is clear from the literature and studies looked at, is that, the issue of asbestos contamination and its health effects on surrounding communities had been taken seriously in many countries around the world as we can see from the case studies in the USA and Australia. In most cases the mines are being rehabilitated by encapsulation. In all the cases, the rehabilitation attempt did not succeed, calling for further corrective measures. This therefore suggests that the success of rehabilitation is not guaranteed, at least in the short term, as in many of the instances cases of recontamination were encountered.

In the cases of the countries outside South Africa, a common practice was post rehabilitation monitoring. This practice appears to be neglected in the South African cases. Another common practice in the international cases is that, relocation of communities was part and parcel of the rehabilitation efforts, be it temporarily or permanently. This again is observed not to be the case in the South African cases looked at. As Matsabatsa (2010) noted, it appears that the literature suggests that the relocation of communities away from contaminated areas may be a more effective way of reducing the risk of exposure and its effects on human health. Also relocation of communities away from the area while rehabilitating and restricting access to the sites were noted to increase the chances of success of rehabilitation.

## 4.8 Background to the Case Study - Pomfret

### 4.8.1 Historical Overview of Pomfret

Griqualand Exploration and Finance Corporation Ltd (GEFCO) started the Pomfret mines in 1969. The mine after decades of operation on the site decided to stop mining in 1987 with the backdrop of restrictions and limitations on asbestos mining and production activities. The mine was rehabilitated and was then used as a military base facility by the South African National Defence Force (Department of Defence) for the then 32 Battalion military training camp. During this period, the Department of Public Works, acting as the custodian of government public assets, became the new land owner of the Pomfret town. The members of the 32 Battalion were moved into Pomfret in 1989.

The Department of Public Works (DPW) purchased Pomfret land, including the asbestos mine in July 1990, after the departure of the South African National Defence Force. It was noted that not all the members of the army who were moved, had left. Some remained, while others left their families behind in Pomfret. In 1994, the Department of Mineral Resources (DMR) issued the closure of mine certificate on 04 October 1994. Conversations on Pomfret future continued

in October 1997. In December 1998, a scoping of the environment was conducted by Bohlweki Environmental (Pty) Ltd as per a report entitled, “Rehabilitation of Pomfret Military Base areas polluted by Asbestos.” The report concluded that the Pomfret land is not suitable for human habitation because it poses challenges to human security and health due to asbestos residues found in various parts of the community.

The report suggested four options opened to government for the future of the land. Options 1 & 2 related to doing nothing about the situation (maintaining the status quo) which was considered not to be legally permissible. Option 3 proposed relocating households and demolition of the town at the cost of R35 Million, and Option 4 suggested the rehabilitation of the asbestos infested areas at R24 Million. Figure 4 is a summary of the significant historical events that occurred in Pomfret, presented in a timeline format.

#### 4.8.2 The 2008 Relocation Intervention

Upon the declaration of Pomfret as not conducive for human habitation, Cabinet in 2005, passed a resolution that the community of Pomfret be relocated and integrated into other communities within the North West Province. The government in June 2007, established the Inter-Governmental Task Team (IGTT) to facilitate the relocation and integrate the community of Pomfret to Zeerust and Mahikeng. Funding was to be provided by the Department of Defence (DoD).

##### 4.8.2.1 *Objectives of the Programme / Outcomes to be achieved*

From the review of the documents, the following objectives of the relocation intervention were deduced to be the intentions of the relocation as a way of providing solutions to the problems stated above:

- To reduce the health effects of asbestos contamination from the existing mine.
- To find alternative accommodation for the disbanded members of the 32 Battalion.
- To integrate Pomfret community into the rest of South Africa, especially within the North West Province.

##### 4.8.2.2 *Intervention Theory of Change (Existing/Constructed)*

There was no record of an explicit Theory of Change on how the initial intervention was to be implemented. However, from the interrogation of the information provided, the team sketched

the possible Theory of Change of the intervention as presented in Figure 2. This corresponds to the objectives discussed in the previous section, and spells out the route map of achieving the objectives.

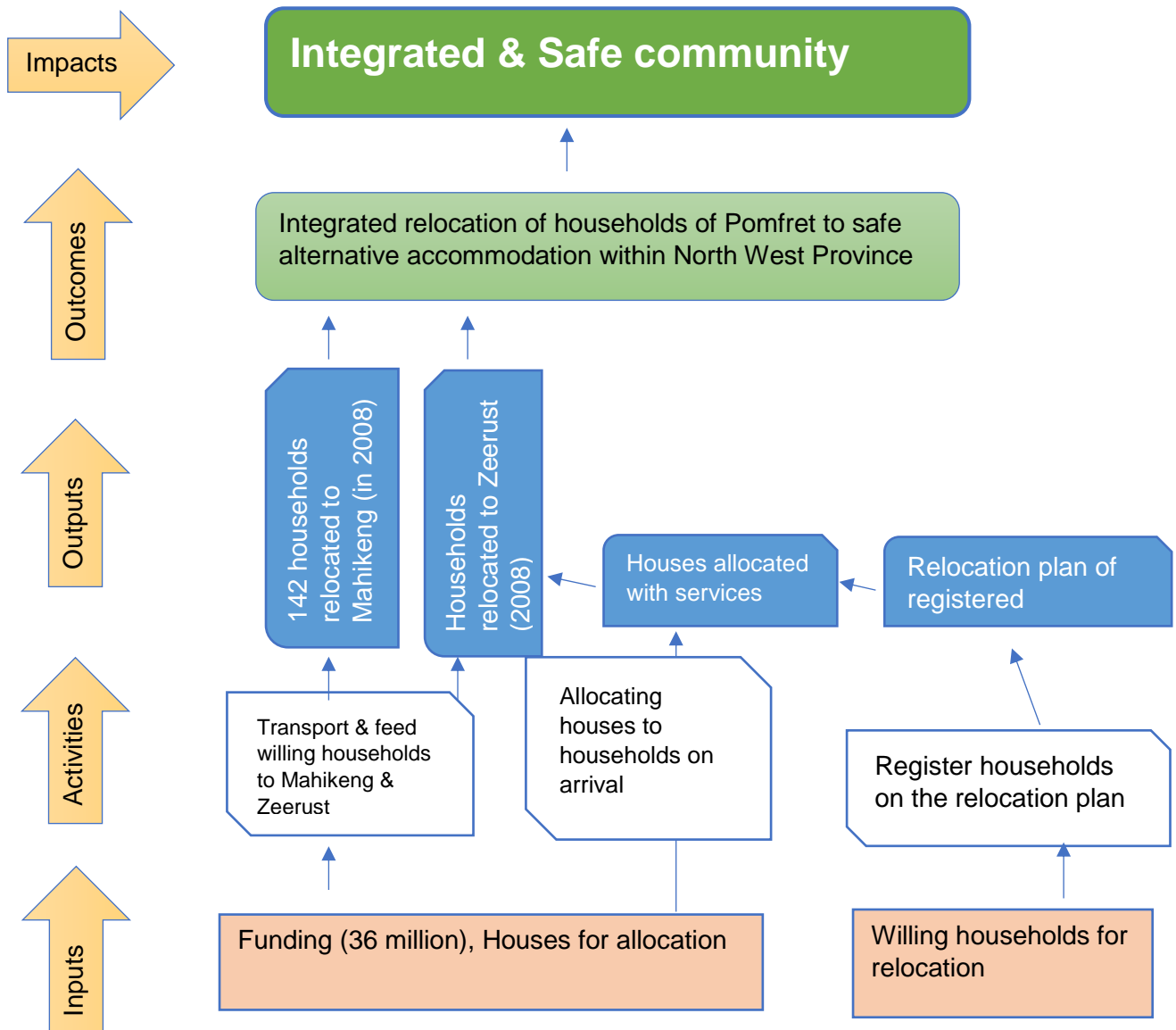


Figure 2: Intervention Theory of Change (Existing/Constructed)

#### 4.8.2.3 Implementation and the Court Interdict

It was noted that certain groups within the community of Pomfret resisted the relocation for various reasons. The group took the matter to the courts and this led to the court granting an interdict which prohibited government from:

- relocating any person out of Pomfret,
- damaging, vandalizing, or demolishing of habitable property in Pomfret.

This brought the relocation to a stop and some of the community members who had been relocated to Mahikeng and Zeerust began to move back to Pomfret. From that time onwards, since 2008, the community remaining in Pomfret was left without most government services.

In December 2014, Eskom had to cut electricity supply to Pomfret following reports of three people being killed by electrocution. The disconnection affected the water supply and the community was left without access to these two critical services. This prompted the principal of a primary school in the area to submit a complaint to the Office of the President on the deplorable situation in Pomfret resulting from lack of electricity and water provision. Figure 3 provides a summary of the historical events that occurred regarding the issues in Pomfret.

#### *4.8.2.4 Gaps to be explored by this study*

Even though there appears to be several government institutions that were involved in the planning and implementation of the relocation programme, there was no clear indication of the role that each institution must play in executing the programme and how these roles should be coordinated and who must do the coordination.

Evidently, there was an indication of the dissatisfaction or lack of consensus within the community members on whether to be relocated or not and the aggravation of this dissatisfaction led to the court case which brought to an end the relocation intervention in 2008. It is important that this study explore the root causes of these dissatisfaction by community members to find out what was omitted or what was not done well.

It appears that the current issues reported to the DPME in 2015 were just a tip of the iceberg, or simply the symptoms of deeper issues entrenched in the historical unfolding of events in Pomfret. This calls for a systematic and intimate unpacking of these issues so as to get to the bottom of things (root causes). What was interesting was the fact that there was a long gap in time between 2008, when the relocation stopped, and 2014 when the complaint was submitted (see Figure 4). This neglect of the issue on the part of government might possibly need to be explored, given the fact that the place was declared as an asbestos contaminated and unsafe zone.



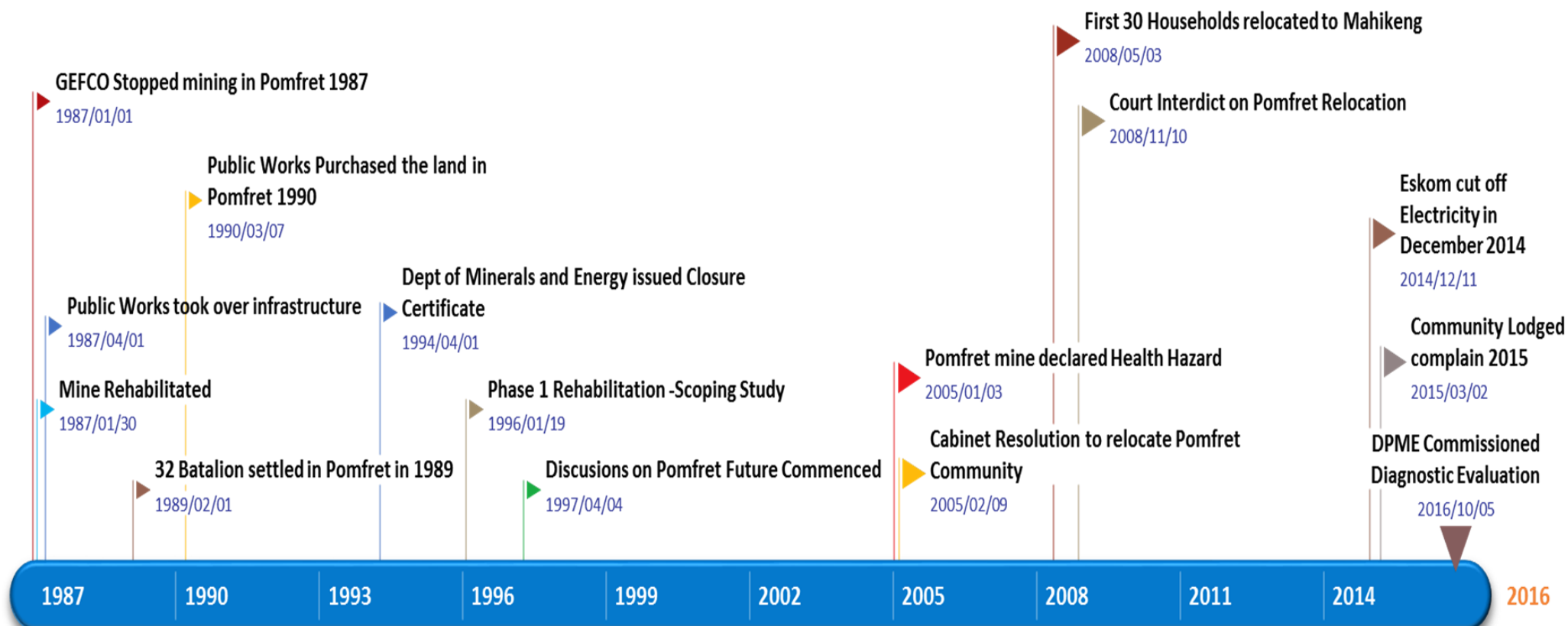


Figure 3: Summary of Historical Events in Pomfret



## 5. METHODOLOGY

### 5.1 Evaluation Approach and Design

This study adopted an interactive design and case study approach using mixed methods of data collection. The data is then processed using a problem tree analysis, underpinned by systems thinking theory of analyzing public policy issues (Ackoff, 1974; Gharajedaghi, 2006). The application of mixed methods allowed for critical and systematic review of literature and documentation relating to the study, and also an intense engagement with various stakeholders who provided valuable insights into the nature of the problem. This led to the crafting of possible solutions based on an in-depth understanding of the problems. Surveys and key informant interviews were also used to collect primary data.

The mixed method strategy also allowed for sufficient triangulation and verification of the information gathered from the various sources to ensure validity and to an extent, reliability. Information gathered from the document review, was verified through the community survey and the stakeholder workshops.

### 5.2 Data Collection Methods

#### 5.2.1 Literature and Document Reviews

A comprehensive literature review was undertaken, covering international and national studies on asbestos, its forms, uses, dangers and best practice in handling issues posed by asbestos mines, closure and post closure procedures. A more comprehensive ***literature review report*** is presented as an annex to this report. Various documents were systematically reviewed to gather historical information on the nature of the problems in Pomfret. These documents consisting of reports from previous studies, minutes of meetings and workshops of various departments and structures, legal documentations and legislative documents, including various Acts and guidelines, were systematically reviewed. A comprehensive list of documents reviewed is included in the literature and document review report.

#### 5.2.2 Stakeholder Workshops (Devising Seminars)

Participatory workshops “devising seminars” (Hulet, 2013) were used to facilitate rigorous discussions about the nature of the issues in detail. This method allowed for intense and in-depth discussions on the complexity and sensitivity of issues in Pomfret to the extent that it did not overshadow the need to fully understand the problem. Participants in these devising

seminars consisted mostly of the members of the Inter-Governmental Task Team (IGTT) on Pomfret. The IGTT is a structure that consists of representatives of various government spheres relating to the Pomfret project. These include:

Office of the Premier (North West), Department of Public Works, Department of Planning, Monitoring & Evaluation, Department of Human Settlement (HDA), Department of Local Government and Human Settlement, Department of Community Safety and Transport Management, Department of Health, Department of Energy (Eskom), Department of Education, Department of Social Development, Department of Water and Sanitation, Department of Defence, Department of Military Veterans, Department of Mineral Resources (CGS / MINTEK), Department of Environmental Affairs, Dr Ruth Segomotsi Mompati District Municipality (Sedibeng Water), Kagisano-Molopo Local Municipality and Mahikeng Local Municipality.

### 5.2.3 Data Collection - Surveys (Computer Assisted Personal Interviews (CAPI)

Information from the community was collected through structured questionnaire. The questionnaire included the demographics of the participants, level of schooling, the asbestos contamination in the area and issues relating to service delivery in the community. The respondent criteria were limited to the decision makers in each household, either male or female. Data was collected in two three days using semi-structured questionnaires, inputted into computer assisted devices.

### 5.2.4 Population, Samples and Sample sizes

Multi data collection methods were used which included comprehensive literature and document reviews, stakeholder workshops (Devising Seminars) with members of the Inter-Governmental Task Team (IGTT), Household Surveys (Computer Assisted Personal Interviews (CAPI) with Pomfret community.

A total of 328 households currently residing in Pomfret and 99 successfully relocated former residents of Pomfret residing in Extension 39 of Mahikeng participated in the Survey. This sample was considered representative of the Pomfret Community.

### 5.2.5 Ethical Considerations

The following ethical considerations were adhered to; informed consent was obtained from the respondents after they were thoroughly and truthfully informed about the purpose of the interview and the investigation. Respondents were assured that they may be able to withdraw from the interviews at any time. The respondents were informed that their identity will remain

anonymous throughout the study even during reporting. None of the information collected from the survey would include personal identification information.

### 5.3 Data Analysis

The problem tree and objective tree analysis tools were used to unpack and structure the issues, which allowed for mapping the causal relationship between the issues, leading to the identification of root causes and consequence to allow for informed formulation of objectives and alternative interventions to deal with the situation.

The various intervention scenarios formulated have been evaluated using a multi-level criteria, based on the OECD and NORAD evaluation criteria which deal with evaluating all aspects of the scenario, covering socio-cultural, economic, political and economic aspects of the various options (NORAD, 1999; OECD, 2015). The survey results were processed and analyzed using SPSS. Frequency tables, graphs and narratives were used to illustrate the results that emerged from the surveys. A multi-criteria analytical framework was designed to evaluate the possible options for relocation, based on the framework described above, detailing the ability of the option to address the evaluation objectives in a timeous and cost effective manner. As per the requirements of the terms of reference of the evaluation, and this report, the detailed analytical framework is attached to this report as Annex 1.

#### 5.3.1 Analytical Framework for Option Evaluation

Different methods have been proposed for developing an analytical framework for ranking of policy options. The European Union toolbox on methodology discussed some of these useful methods, which include Cost Benefit Analysis (CBA), Multi Criteria Analysis (MCA), Least Cost Analysis, Cost Effectiveness Analysis (CEA), SWOT Analysis and Counterfactual Analysis. The suitability of each of criteria depends on the complexity of the context of the options and the objectives that need to be satisfied (OECD, 2015).

**Multi Criteria Analysis (MCA)** is referred to as a technique to arrive at a decision or judgement based on explicit sets of objectives and associated criteria. This is considered very useful in the assessment of the options which have to be reconciled with certain set objectives, as it assists in the simultaneous assessment of effectiveness, efficiency and coherence of options as also noted in the DPME Evaluation Guidelines (DPME, 2014; OECD, 2015). Unlike single unit frameworks, MCA allows one to capture the trade-offs between dimensions (this could be between economic, social or environmental impacts, or between other related members of the criteria (OECD, 2015). In this case as the phenomenon described as “compensation” by Malloy et al., (2016) becomes useful, as it provides a lens to view how the

lack of performance of one alternative, for instance, in terms of cost, may be offset by its superior attribute, such as technical efficiency.

In addition, MCA is also described as a useful tool to apply in the case of complex interventions that have diverse quantified impacts that can be measured in different units other than money, and also contains qualitative impacts which cannot be measured in monetary terms (OECD, 2015). Also, MCA does not hide the distributional costs into an aggregated score, but rather allows for the judgement of the pros and cons of individual policy options along the set of criteria, in arriving at the total. Based on this premise, a multi criteria analytical framework was developed at the stakeholder workshops. This include a score card for each criteria, with the interpretation for each score. The detail analytical framework and associated score card is attached in Annex 1. Each option is assigned a score and presented in the table for comparison. The analytical summary table is presented in table 3.

Table 3: Analytical Summary Table

CRITERIA	1.	2. RELOCATION			3.	4.
	STATUS QUO	2A. VRYBURG	2B. MAHIKENG	2C. TOSCA	RESTORATION	FULL TOSCA RELOCATION
Cost Efficiency						
Financial Assessment & Financial affordability						
Timeframe						
Risk						
Effectiveness - Design and scope						
Safety (asbestos contamination)						
Technical feasibility						
Accountability and governance						
Legal feasibility						
Environmentally feasible						
Relevance						
Health						
Quality of service						
Social justice, equality of opportunities and outcomes (Social value / Cohesion)						
Community Stakeholder satisfaction (Access and choice)						
Sustainability						

Local /regional economy and community well-being						
Added value within the government provisions						
<b>TOTALS</b>						

## 5.4 Evaluation Limitations

This study is limited by its inability to conduct further feasibility studies on which to base some of the information used in evaluating the options. This is because these estimates require that a feasibility study be undertaken by a quantity surveyor to provide the information. This however was impossible due to time and resource constraints.

To address this however, key specialists within the various departments (who were part of the stakeholder workshops) consisting of engineers, quantity surveyors and economists assisted in providing some of the data required to feed into the analytical framework in order to fairly evaluate the options. All financial calculations were based on cost estimates provided by these experts who handle such issues within their normal work routine. For instance, cost of a low income housing unit was calculated based on figures supplied by the housing engineers from the Department of Human Settlement. Cost of Electricity and reticulation were provided by specialists from department of energy (Eskom) and Town planners from human settlements respectively.

## 6. EVALUATION FINDINGS (ANSWERING THE EVALUATION QUESTIONS)

### 6.1 What Is the Current Socio-Economic Status of The Area Including an Analysis of The Natural Environment?

#### A) Demographic Information

Pomfret is located at the edge of the Kalahari Desert, within Kagisano Molopo Local Municipality of the North West Province. There are currently about 328 households residing in Pomfret, with an estimated population of about 3200 people. About 99 households who were relocated during the intervention in 2008 still remain in Extension 39 of Mahikeng (see Figure 5). The community, which is mainly ex-members of the 32 Battalion and their relatives, are mainly Portuguese speaking. The current population is also made up of about 23% of people from surrounding settlements who on their own accord relocated to Pomfret for various

socio-cultural reasons. About as many as 70 % of the residents of Pomfret have been living there for up 20 years, according to the survey results (see Figure 4).

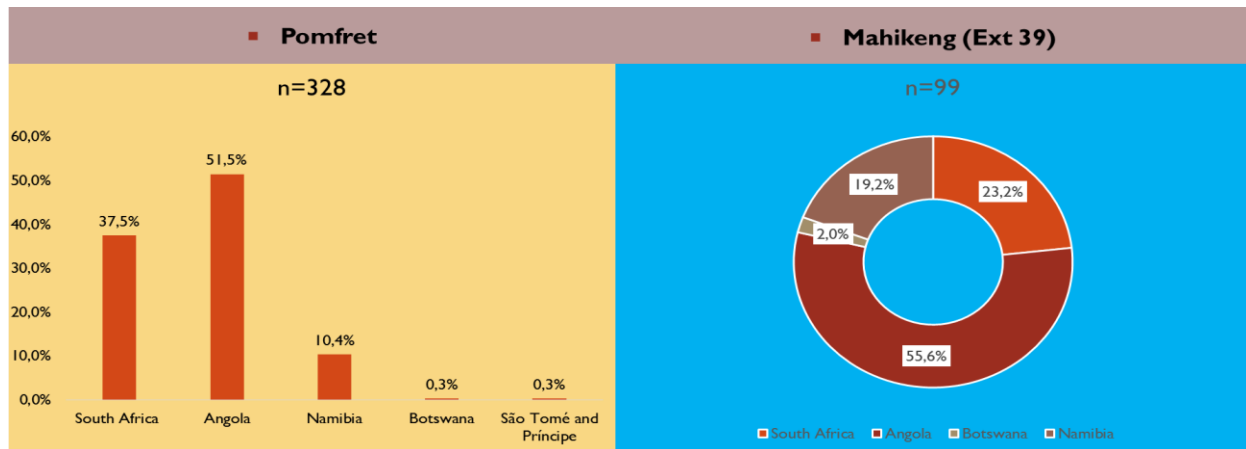


Figure 4: Composition of the Pomfret Population

## B) Socio Economic Status

Formal educational levels within the community can be described as low, based on the survey results. Majority of the community members have only attained primary level of education. Only 1.2% of the population has a tertiary education. Given the current limitations to socio-economic activities in Pomfret, the unemployment levels are high. As many as 63.2 % of the households are currently unemployed according to the results of the survey. Most of the respondents, about 76% indicated a household income of below R2500 a month. About 9% earn between R2500 to R5000. Less than 5% of the households earn between R8000 to R11 000. The predominant source of income is social grants of which almost 50% is child support grants, and 19% is pension grants. Other grants include Family support grant (9%), war veteran's grant (2.1) and disability grant (2.4%). The socio-economic status of the community in Pomfret is presented in the graphs in Figure 5, 6 and 7.

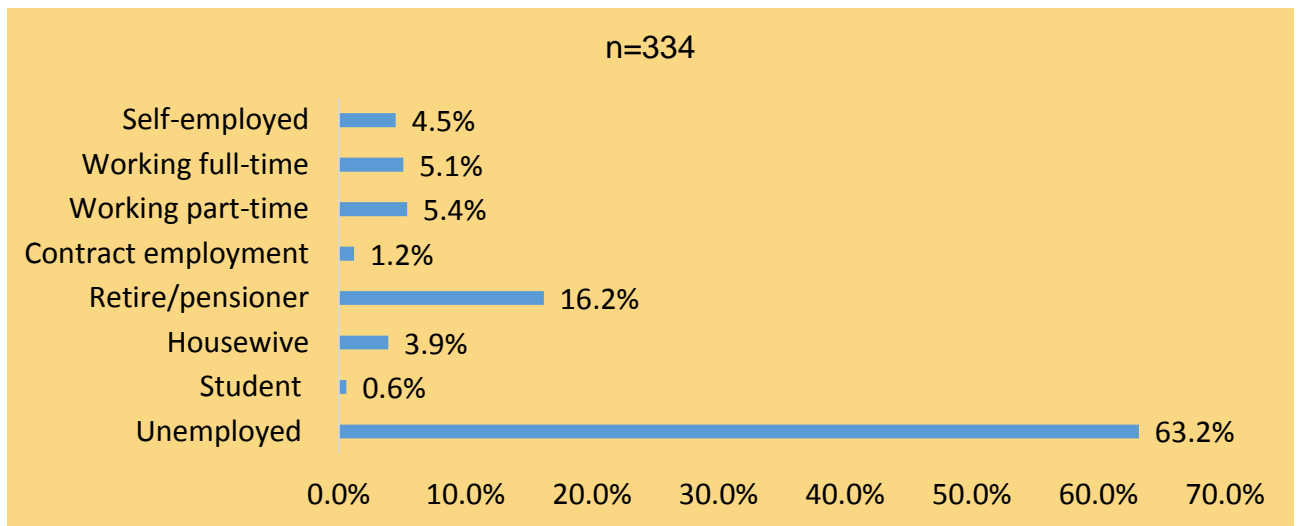


Figure 5: Employment Status

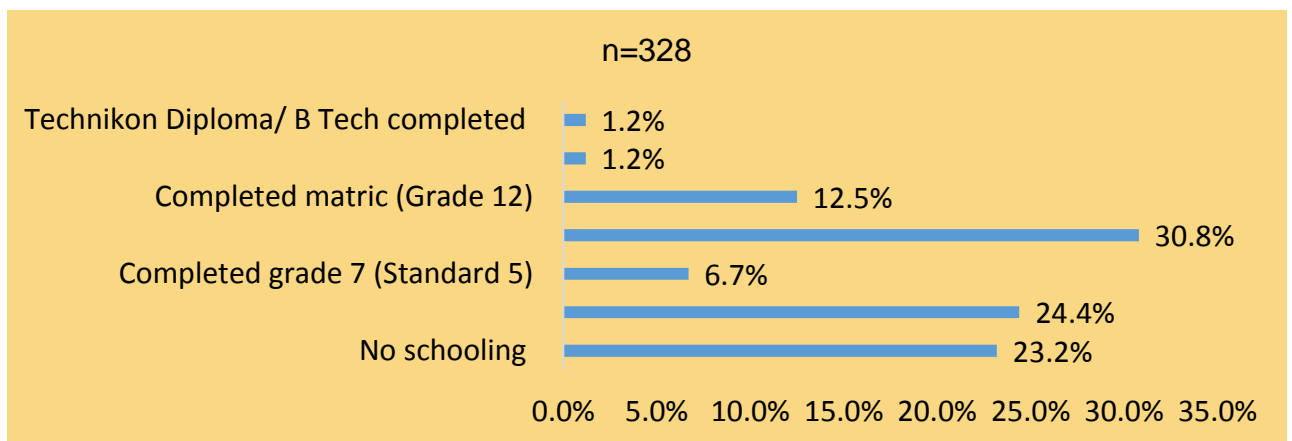


Figure 6: Highest Education Levels

### Income levels

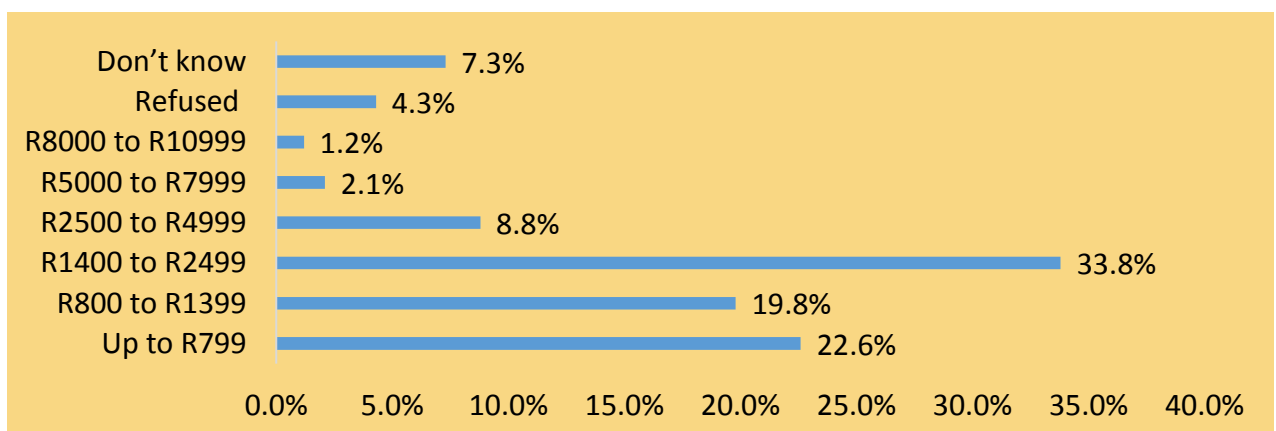


Figure 7: Households income range

### C) Services Provision

**Electricity:** Currently, electricity is not provided to the community since Eskom cut power supply in December 2014. According to the information gathered, Eskom will need to re-assess the infrastructure in Pomfret, and upgrade it to a standard deemed fit before they can restore electricity.

**Water Supply:** Since electricity is required to operate the boreholes (pumping of the water), the community is left without adequate supply of water. According to information obtained from Sedibeng Water, which services the area currently, there are critical water infrastructure issues in Pomfret. Out of more than 6 boreholes in the community, only 4 are reported working, but only partially due to the fact that two transformers that provide electricity to the area are not working. From the community survey, only 23% of the community in Pomfret reported having access to water supply which imply that as high as 76% of households in Pomfret do not have access to potable water from the municipality. This was confirmed by the Sedibeng Water that six “Jojo Tanks” are provided into which water is pumped intermittently and then distributed to the community to supplement the water shortage.

**Sanitation:** Pomfret, was once provided with waterborne sanitation facilities. According to the survey conducted, about 46% of the community use flush toilets. The lack of water provision escalated the issue of inability to use these waterborne sanitation facilities. As a result, sanitation services are also in deplorable condition. It was reported that, the improper functioning of the sanitation infrastructure results in spillage of sewage into the streets whenever the reticulation system is put in use. This does not only affect the households but also the two schools in the community. Other households resort to using bucket water to flush or create their own pit latrines. The sanitation infrastructure composition is presented in Figure 8.



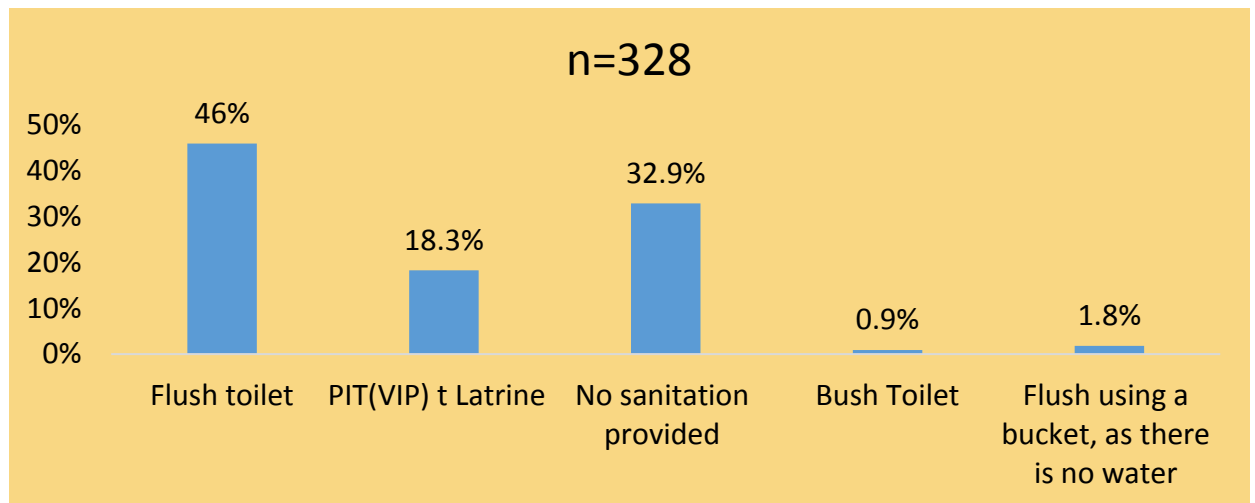


Figure 8: Types of sanitation facilities in Pomfret

**Access to health facilities:** The clinic in Pomfret has been closed down due to lack of water and electricity. Currently, they have access to the mobile health service provided once a week. The nearest health facility used by the community is situated in Setabeng which is used by about 77% of the community while about 18% utilize clinic in Ganyesa located about 135km from Pomfret.

**Mode of transport:** only as low as 1.2% of the community drive their personal vehicles. About 66% rely on public transport for commuting while 22.3% indicated that they walk.

#### D) Natural Environment

The area is currently declared as an asbestos contaminated area (in 2005). This possess grave danger to the health of the community given that asbestos is known to be a main cause of lung cancer to people exposed to the fibers. It was observed on a visit to the area that asbestos fibers are left exposed in various areas of the community. This situation does not merely place a health risk to the community, but also a serious violation of their constitutional right to an environment that is not harmful.

#### E) Level of community awareness on the dangers of asbestos and current exposure related diseases

In addition to the data collected on the socio economic status of the community, information was also gathered on the level of awareness of the community to the dangers posed by asbestos contamination or exposure. The following six questions were used to

collect data on the level of awareness of residents on asbestos dangers, the level of asbestos diseases and also their willingness to relocate or stay and to where.

1. Are you aware that there is asbestos contamination in this area?

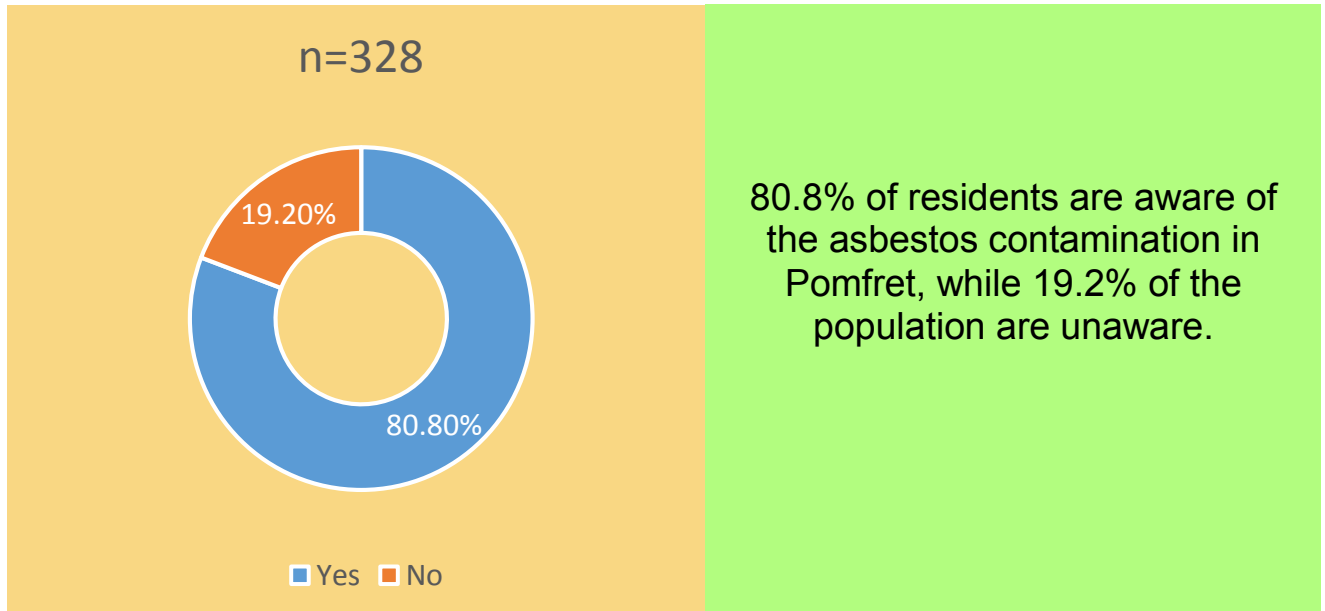


Figure 9: Are you aware that there is asbestos contamination in this area?

2. Do you know that asbestos contamination poses a significant risk to health?

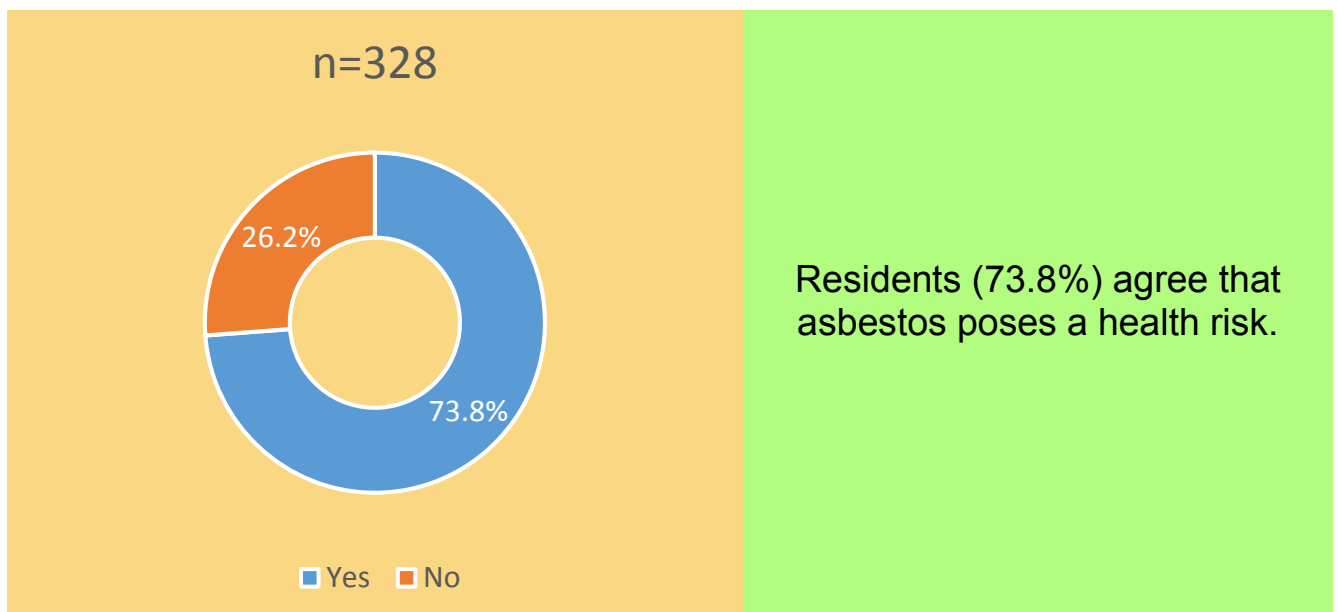


Figure 10: Do you know that asbestos contamination poses a significant risk to health?

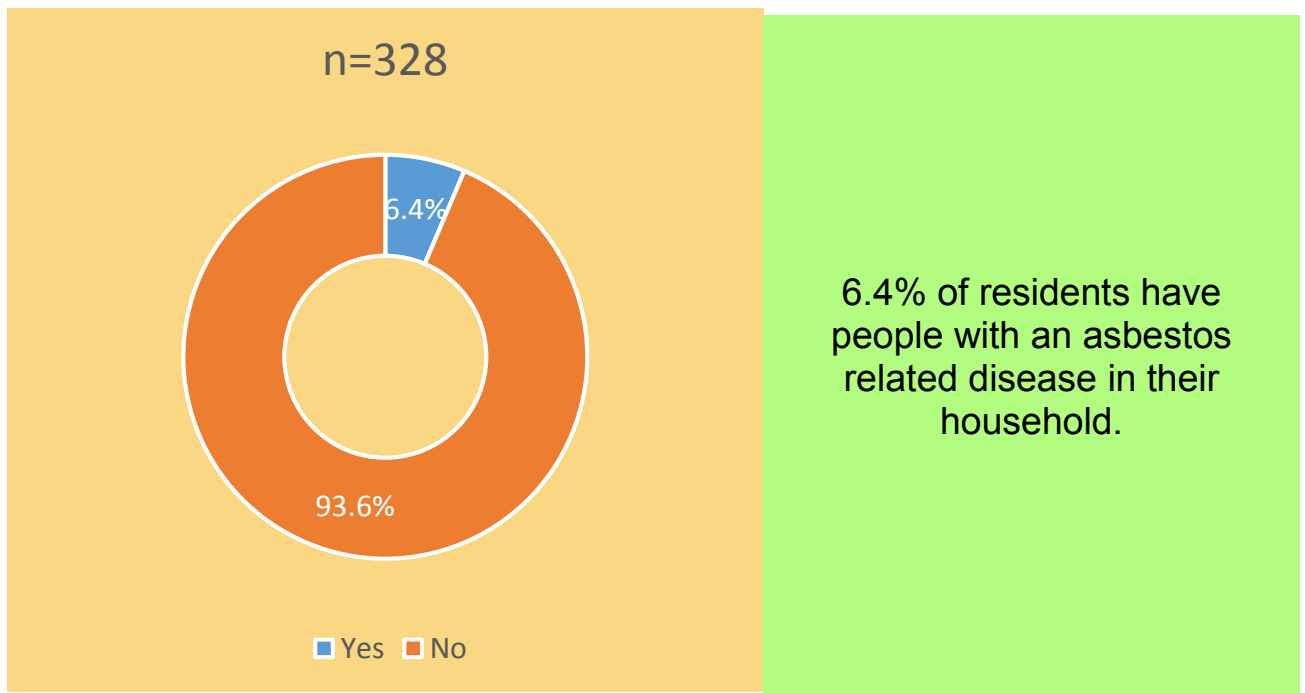


Figure 11: Do you or anyone in your household have an asbestos related disease?

#### 4. Which type of asbestos related disease apply?

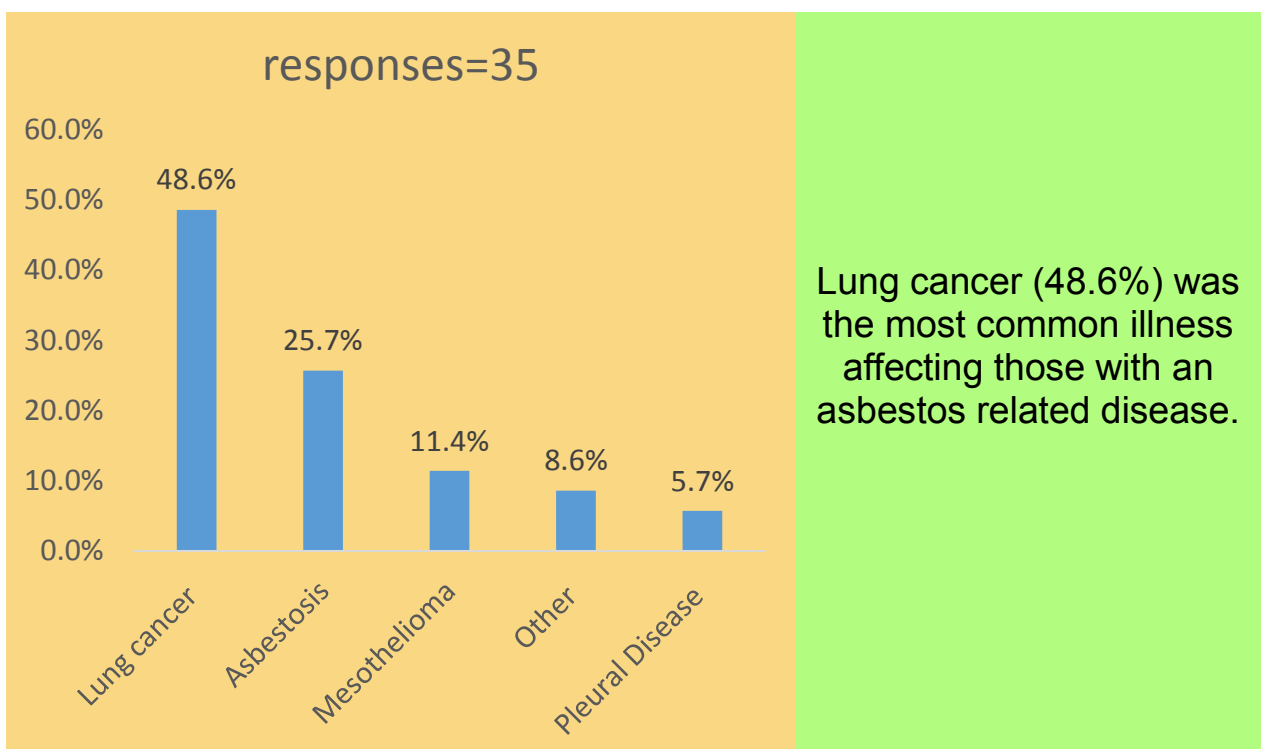


Figure 12: Which type of asbestos related disease apply?

5. Will you be willing to relocate to avoid asbestos?

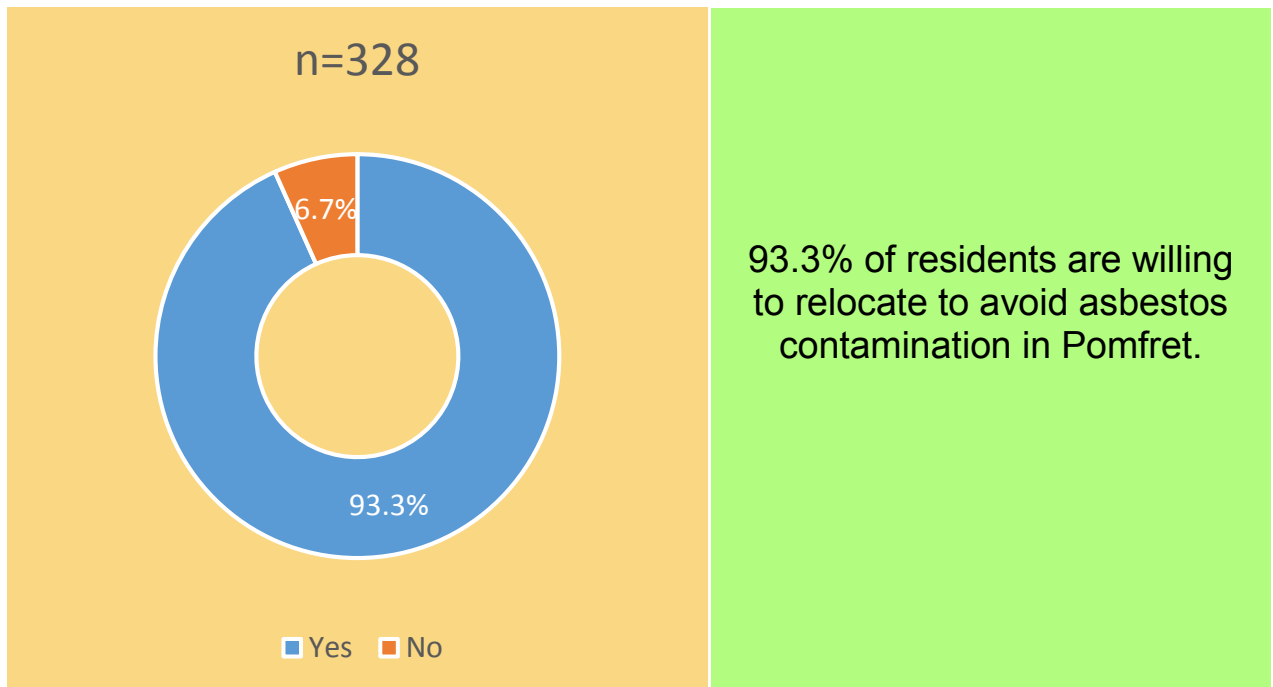


Figure 13: Will you be willing to relocate to avoid asbestos?

6. If you are to relocate to another area, where would you like to go?

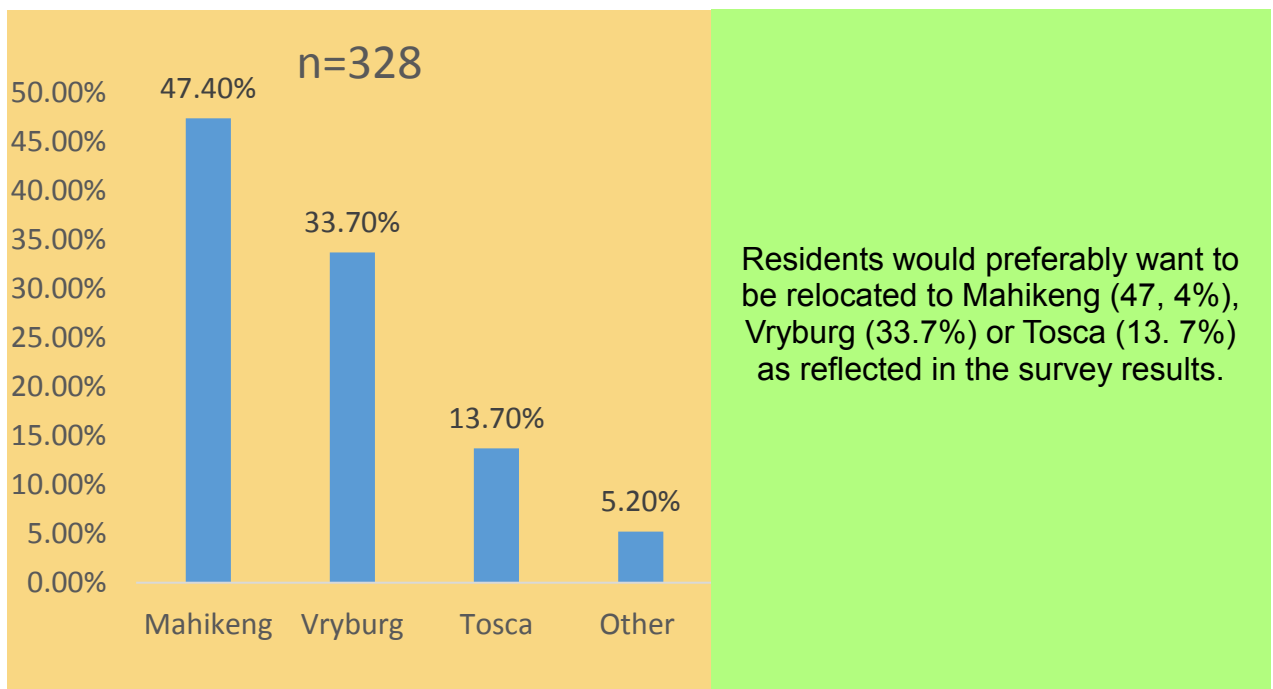


Figure 14: If you are to relocate to another area, where would you like to go?

## 7. Do you think that relocation will improve your conditions?

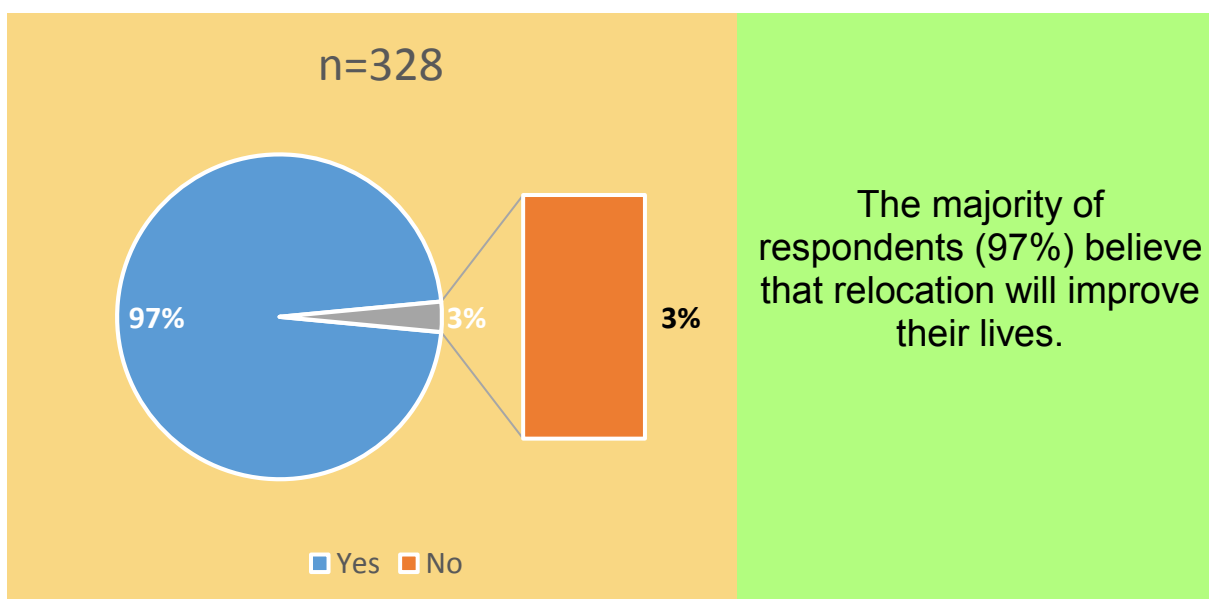


Figure 15: Do you think that relocation will improve your conditions?

## 6.2 Understanding the Issues (Including Unpacking Met and Unmet Needs) Of the Community: Problem Definition and Unpacking Root Causes and Symptoms

The study revealed that the lack of electricity and water as reported was only a tip of the iceberg. Upon a deeper investigation, it is revealed that from the time the relocation was halted by the court interdict, service provision to the community also seemed to be declining. This called for a deeper investigation into issues that led to the relocation failure in order to understand the nature of the implementation and its processes. Thereafter we looked at the nature of the current problems of the community.

The draft problems were captured as reflected in the literature and document review. The draft problem trees were then interrogated at the stakeholder workshop through an intensive participatory approach or what Fisher (1983) termed “devising seminars”. The results of the analysis of the issues are presented in two separate problem trees, the “relocation failure” and the other problem tree which reflect the safety issues in the community.

## 6.3 Core Problem 1 - Relocation Failure or Hold

This section looked at the core issue of the relocation failure, its root causes and subsequent issues that arose because the relocation failed.

## Root causes

The analysis of the various issues as reported from the three forums unanimously agreed on three immediate causes of the failure of the relocation. One of the root causes was the **court interdict** which brought to an end the relocation process. Secondly, the **relocation process** itself was described as problematic. Thirdly, the **lack of sufficient resources** and the housing allocation process due to improper coordination of government due to lack of planning was at the root of the problems. The problem tree is presented in figure 17.

### The court interdict

The court interdict was mainly brought about by community members who were unsatisfied with the benefits that the relocation promised to offer at the time. This led to lack of consensus in the community as members held different views on what the relocation meant for their livelihoods. Further unpacking revealed that, many of the community members were unsatisfied because the socio-economic benefits of the relocation appeared not to be clearly communicated. This created uncertainty and confusion as some community members were unsure of how better their lives will be in their new homes or new environment. In addition to this, another concern was on what will happen to their belongings being left behind such as graves and ancestral or historical infrastructure - which they had some form of social and psychological attachments to. Therefore, there was a fear of abandoning the current co-existence, coherence and general way of life (culture) of the Pomfret community, for which the relocation process made no provision for. Instead, the infrastructure was meant to be demolished, without any assurance of preserving these cultural properties.

### Lack of proper community engagement

Another stream of problem relates to the manner in which the community engagement was done. Even though there was evidence in the literature that community engagement was undertaken on several occasions, it appears that some key elements of the community were either not properly engaged, or entirely neglected. These include business owners and other historical community leaders. Business owners were noted to be making their living on the existence of the Pomfret community. Relocating the community and integrating them into different communities will leave those who do business in Pomfret at a disadvantage. This, coupled with general lack of or insufficient awareness on the risks of asbestos contamination, created further resistance to the relocation intervention. It was also mentioned that, the resistance was also due to the fact that the relocation was being purported as an “eviction”, because of the inclusion of police in the relocation process. This then created a sense of people being forced out of their homes.

## **Problematic relocation process**

In addition, the process through which the houses were allocated in itself was deemed to be problematic. For instance, it was mentioned that the relocated people were allocated houses which were meant for the people of Mahikeng and its surroundings. The discussions revealed that, even though Pomfret community members were allocated houses during the relocation, those houses were not yet built at the time of the implementation of the relocation. The people of Pomfret were therefore allocated houses which were actually built for other beneficiaries within the local receiving communities. This also resulted in the local communities being angry and unwelcoming to the people of Pomfret. It was indicated that, this in addition to the fact that the local residents of the host communities were not properly engaged, led also to demonstrations by the local host communities on the days of the relocations, which further prompted the need to engage the services of the South African Police force, leading to further resistance.

## **Project Implementation Approach**

Further analysis of the root causes suggests that, the implementation of what was viewed as a "top-down approach" might have also contributed to the problems of the relocation. It was deduced that a large part of the problem was due to the fact that, the attempt to quickly act on the cabinet decision, left little time for adequate planning. The inadequacy of the planning process culminated into the underlying causes of the relocation process, including insufficient allocation of budget for the relocation, which perhaps influenced the relocation approach adopted. Thus, the lack of houses for the relocation could be attributed to the insufficiency of funding. This could also be attributed to the lack of engagement or collaboration between various stakeholders, which could have joined forces to provide sufficient budget for the relocation process.

What was also noted was the fact that these various stakeholders have regulatory provisions which if properly aligned could probably make room for the allocation of resources jointly for the relocation programme. For instance, it was noted that the Military Veterans Strategy's provision of bigger housing types and additional housing benefits, was not integrated into the human settlement provision of housing being allocated to the beneficiaries. Thus, military veterans were entitled to bigger houses than what was being provided by the relocation programme. At most this provision, would have allowed the department of human settlement to perhaps get "top up funding" from the department of Military Veterans, enabling the provision of bigger houses for the Military Veterans. This also highlights the issue inherent in the lack of classification of the Pomfret Community, to determine the population of Military Veterans and civilians for proper planning.

## 6.4 Consequent problems (Symptoms)

From the literature and discussions, the intention of the relocation was to move the community out of Pomfret, demolish the structures left behind, and fence the place off as an asbestos hazard. The halting of the location project coupled with further lack of action on the court interdict, resulted in a collection of consequent problems within and outside the community. These consequent problems were unpacked as the branches of the problem tree presented in Figure 10.

The immediate of these consequent problems is the lack of funding for the provision of services, stemming from the fact that the community was intended to be relocated and the remaining residential structures demolished, hence no provisions were made to continue funding services. Notably of the services was electricity provision, which further degenerates into illegal connections. It was indicated that at least three people lost their lives through electrocution as a result of illegal connections, this prompted Eskom to officially suspend the provision of electricity to the community. This discontinuation of providing electricity in Pomfret made it difficult to pump water to the community. This aggravated water scarcity in the community, which further led to the improper functioning of sanitation systems leading to spillage of sewage and other related issues. Furthermore, the general lack of provision of services also led to the closing down of the clinic, which increased the health risks. The neglect of this deplorable environment was purported to constitute a human right violation, given the South African constitution and other international laws that grant everyone the right to a clean and safe environment.



Another stream of consequent problems noted was that, the lack of servicing of the area resulted in limited socio-economic opportunities considering the limited business activities. This led to further unemployment with rising poverty levels and over-reliance on grants.

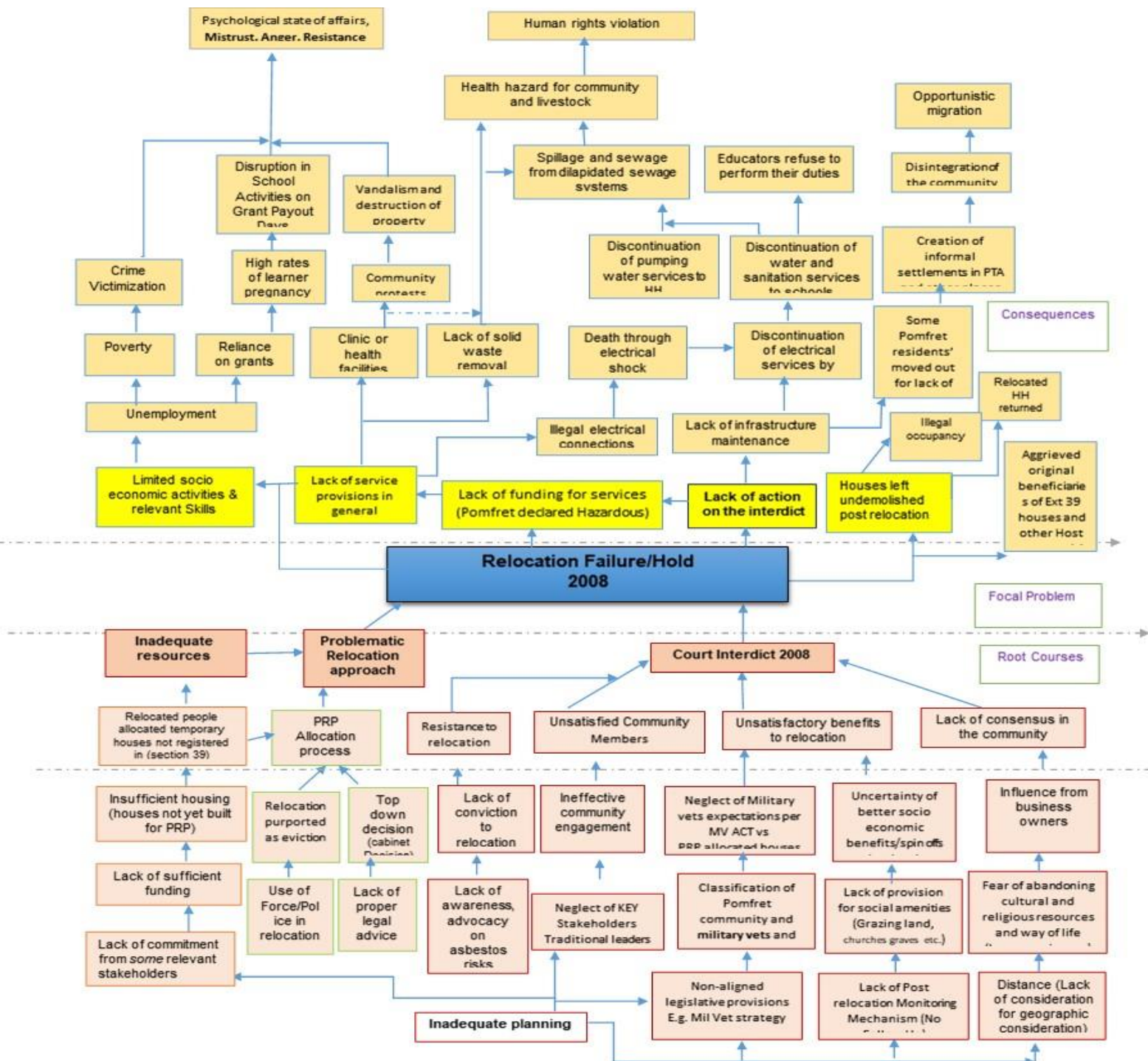


Figure 16: Problem tree

This also appears to be contributing to high learner pregnancy rate, especially at younger age of around age 15. A spillover phenomenon observed with the grants was that, because many of the students or learners have children for which they need to claim grants, on grant payout days, most of the learners leave school to go and collect grants, causing a disruption in school activities. It was indicated that the schools literally come to a halt on such days.

## 6.5 Objective/Solution Tree

The objective tree was collectively generated by the workshop participants. This entailed rewriting the problems into positive condition statements which should be attained. It began with a little deliberation in order to capture the main goal as incorporative as possible, which is to attain **a successful relocation**. For this to be successful, the court interdict must be removed by seeking of **declaratory order**. To achieve this, all the issues that were making the community members to be unsure and unhappy needed to be dealt with to ensure cooperation of the community. It was suggested that an effective community engagement, through a **participatory approach**, and the inclusion of all interested and affected parties and stakeholders would go a long way in achieving this objective. This approach will also ensure the collaboration between relevant stakeholders in aligning regulatory provisions and collective planning, which will ensure that sufficient resources are made available for the smooth implementation of the intervention. For the project to be successful **post relocation support, monitoring and evaluation** needed to be provided.

An interesting suggestion at the workshop was that, if the planning is done properly and the relocation is successful, then the community of Pomfret will cease to exist in Pomfret, therefore all the consequent problems that were earlier recorded will automatically dissolve. If this is the case, then the objective tree will only contain the main goal and the root solutions leading to the attainment of the main goal. This assumes that all consequent benefits which will be the flipping of the consequent problems, will automatically dissolve. This scenario of the objective tree is shown in Figure 17.

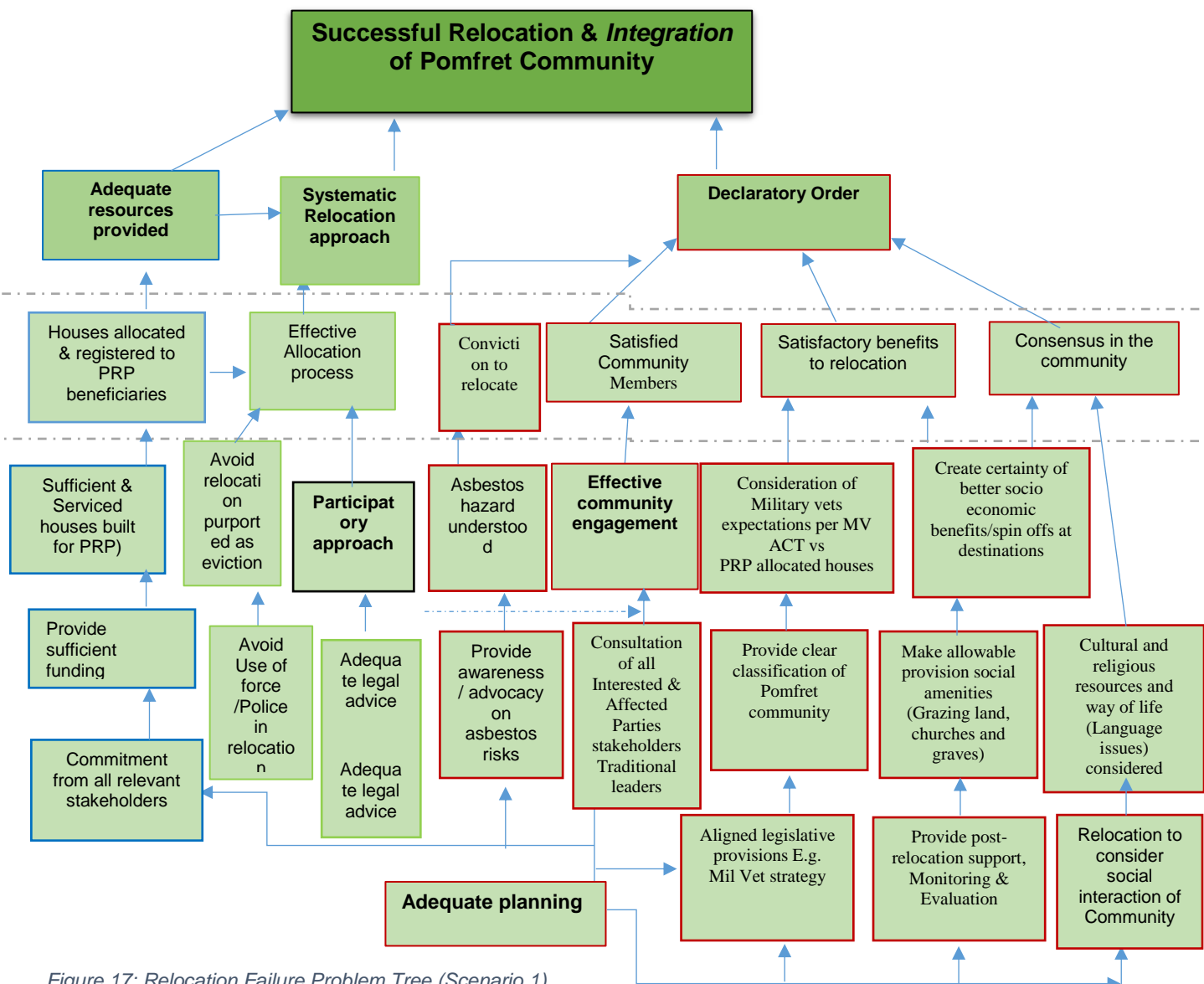


Figure 17: Relocation Failure Problem Tree (Scenario 1)

An alternative scenario to this is that, there are those consequences that are rather conditions, a state of being, that may not automatically disappear and may rather require further actions. Flipping these sides into objectives, these become benefits or *impacts* that may be brought about by the achievement of the main objective. For instance, before the relocation, other problems such as limited access to socio economic opportunities exist. If the relocation only provided houses, without ensuring that there are better economic opportunities, conditions such as unemployment and poverty will remain and these may require additional efforts for their realization.

To ensure that the impacts or benefits associated with the relocation are realized, one might suggest keeping the top of the tree as benefits to remind the implementers to render post relocation support, monitoring and evaluation to see to the realization of such benefits, or impacts wherever the community may be relocated to.

All these however, depend on the options chosen and the conditions and benefits agreed on to be provided. One should keep in mind that, while the root solutions spell out resources needed, activities that may need to be carried out and outputs that may need to be achieved in order to attain the main goal, the impacts of these are the branches which may automatically come about or require further action in order to be realized. In this case, some boxes or branches of the solution tree may disappear. In order to gain insight into which conditions may automatically dissolve and which ones may not, this second scenario presents the objective tree (figure 19) containing the root objectives leading to the attainment of the main goal, and also indicate the subsequent benefit conditions (impacts) that may be brought about by the attainment of the goals. Here the conditions that will automatically dissolve (because of the non-existence of Pomfret at its current geographical location) have been indicated (crossed out). The conditions that the people should benefit from wherever they are, are left on top as a reminder and the basis for post relocation support and monitoring.

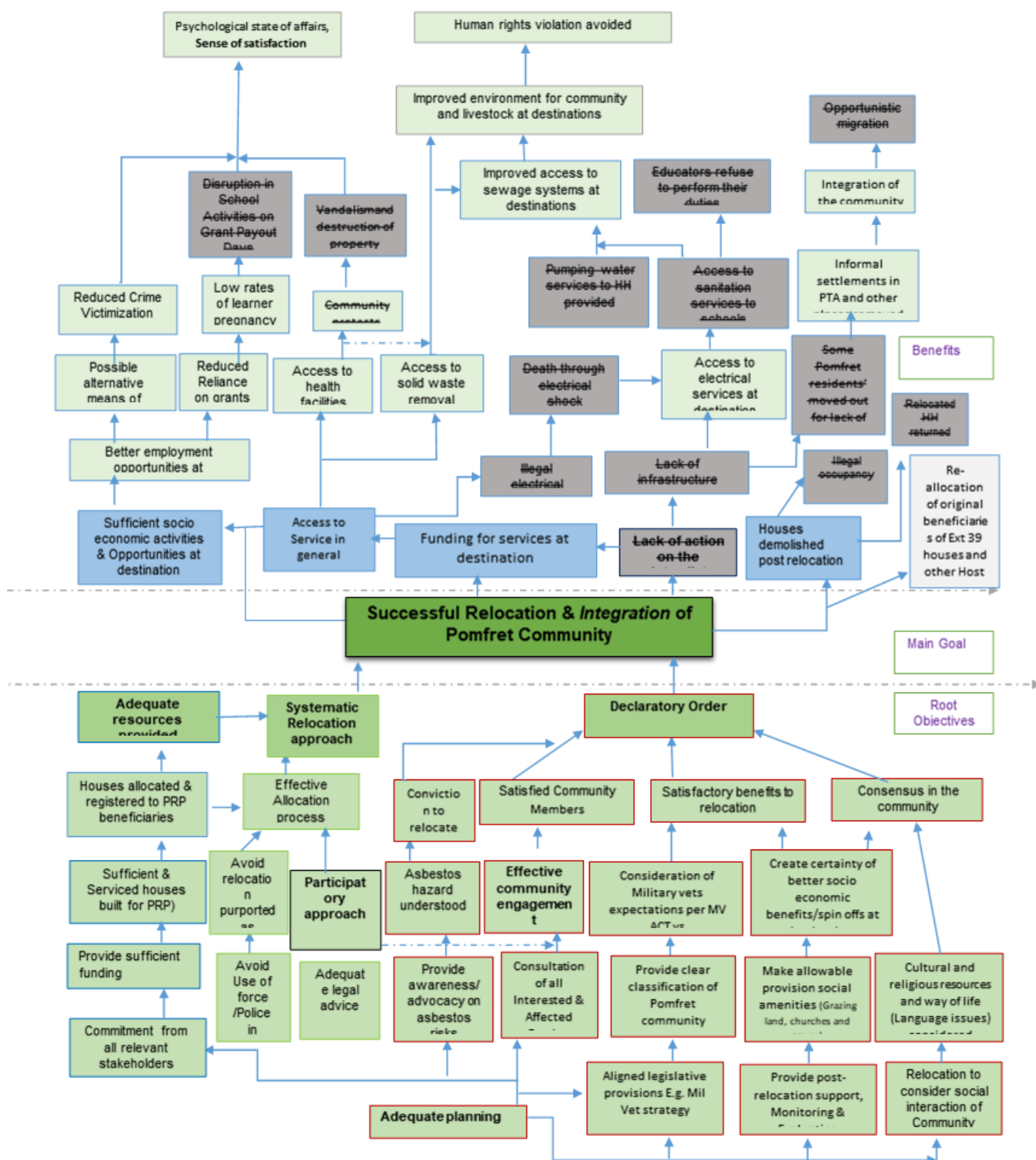


Figure 19: Relocation Objective Tree Scenario 2



## 6.6 Core Problem 2 - Inhabitable Pomfret

From the mandate of the study, and information gathered from the literature and document reviews, it is well noted that there is more to explore apart from learning from the earlier relocation, its failure and subsequent problems. There is a more inherent problem such as asbestos contamination and other safety issues that need to be addressed. These other issues were adjudged to make living in Pomfret quite difficult. Thus Pomfret is seen as inhabitable due to asbestos contamination, unsustainable economic conditions and other hinted security risks. These issues have also been unpacked into a second problem tree as shown in Figure 20.

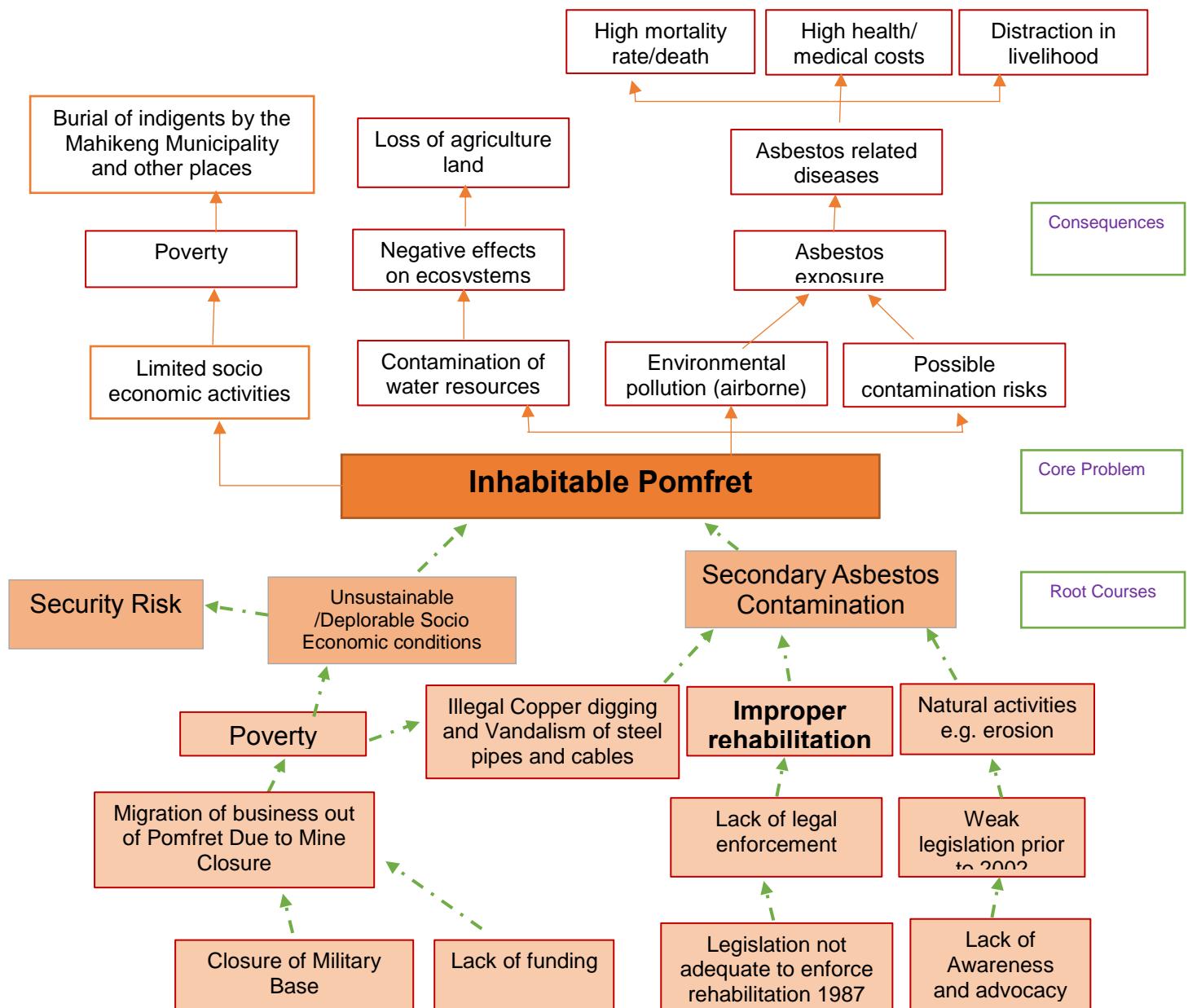


Figure 20: Problem tree on problem of safety and asbestos hazard

## 6.7 Root causes

**Asbestos contamination** - The main root causes that were seen to compromise the safety of the community were noted to relate to improper rehabilitation of the asbestos mine, which coupled with *natural events* such as **erosion and deterioration** contribute to the exposure of asbestos to the environment of Pomfret. This situation is also being made worse by the occurrence **of illegal digging** of copper and steel cables by residents who due to economic hardship are looking for ways to make a living.

It was further unpacked that, the **poor rehabilitation** of the mine initially was due to **weak legislation** in the 1980s and 1990s regarding enforcing proper rehabilitation. Even though the mining regulations were extended to cover occupational related asbestos risks in the 1960s, weak enforcement created gaps which resulted in neglect, partial rehabilitation of the mine and shoddy work by the contractor. Another factor noted was that, there was **insufficient funding**, as the cost of rehabilitation in 1987, which was about R 20 million, was viewed to be exorbitant for government at the time therefore no further rehabilitation was carried out.

Also, from the discussions, it was revealed that, the closure of the military base in Pomfret, saw the **exit of some economic activities** that existed due to the presence of the soldiers. Shops and other recreational facilities, some of which were funded by government at the time for the sustainability of the military base were withdrawn. This led to reduction in economic opportunities. With time, this led to poverty and unsustainable living conditions. While some residents rely only on grants for livelihood, others engage in criminal activities such as stealing of copper cables and steel metals which were buried underground, to sell for some income. Others were also noted to be selling the old roofs and other materials they could lay their hands on. This digging further led to the stirring and exposure of asbestos fibres into the atmosphere further creating pollution. These two streams of phenomena compromised the safety of the community by increasing the risks of asbestos contamination.

The third issue which was encountered during the literature review and discussions at the workshop was that, even though the military - the 32 battalion was disbanded, the failure to close down the base completely, subsequent withdrawal of funding and support, leaves the community vulnerable to other influences in finding alternative means to make a living. The literature also noted rumors of missionary activities and other political influences in the area and these were noted to pose security threats. However, due to lack of proper or substantive evidence, these issues were not expanded further. Figure 21 shows the derived problem tree on these safety issues in Pomfret.

## 6.8 Consequences

From the discussions, it was stated that the issues of contamination are quite critical. According to a participant, a visit to the community revealed exposed asbestos fibers lying around. This was also recorded in the rehabilitation studies earlier conducted and included in the document review. The contamination of the environment leaves the community to the risks of asbestos exposure and contraction of related illnesses. This in turn could lead to increased medical expenses, death and disruption in livelihood – this is said to be evident in some community members. The participant indicated that, some of his family members died of asbestosis, while others are terminally ill from the disease.

In addition, the exposure of asbestos into the environment could also lead to air pollution and contamination of water resources, through contaminated surface runoff, as noted in the document review. This then could result in ecosystem hazards which may affect animals and humans within the catchment.

Another issue that was encountered was that, the limited socio-economic activities results in community being unable to earn a sustainable living. This results in other issues such as families being unable to afford proper burial for their deceased, resulting in government having to undertake the burial of indigents. This was particularly noted to be occurring within the Mahikeng Local municipality, although the possibility of it happening in other areas is not ruled out.

## 6.9 Objective tree

The solution or objective tree for this major problem was also collectively done at the workshop through facilitated discussions, by mainly flipping the problem tree into desirable statements. The main objective was identified to be the creation of a safe and habitable environment for the people of Pomfret. For this to happen, the factors that were making the environment unsafe and inhabitable needed to be removed. One major objective was to protect the community from all forms of asbestos contamination. From the objective tree, two main intervention routes were identified for option formulation. The first route relates to the provision of adequate rehabilitation and the second route entails relocation with its sub options.



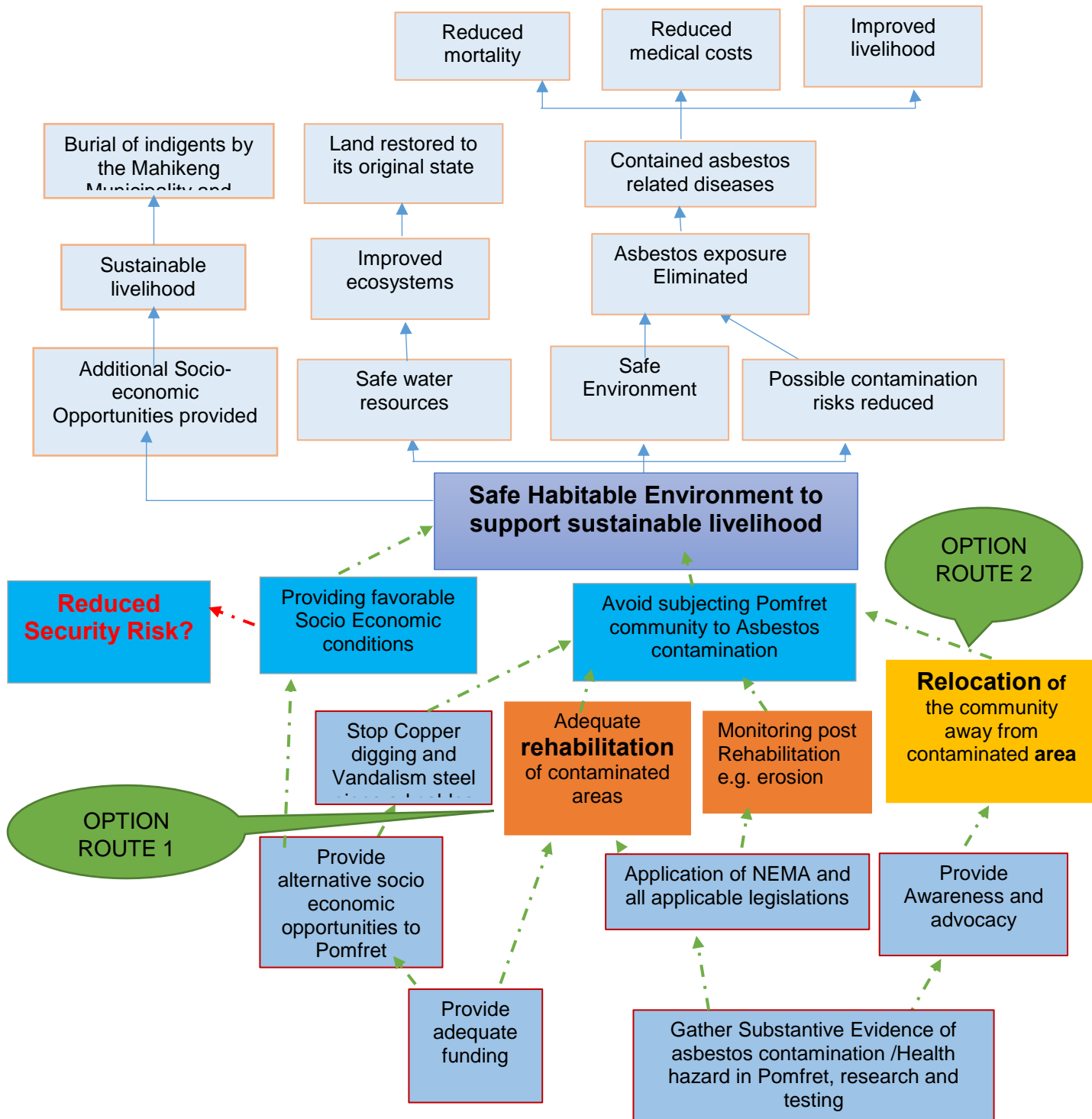


Figure 21: Objective tree on creation of safe & habitable environment

## 7. ANALYSIS OF THE FINDINGS

### 7.1 Formulation of options

The findings presented in the previous sections, as presented in the root cause analyses indicate two paths of possible interventions that can be explored (see Figure 21). These include one set of options that offer the choice of relocating the community from the place. The second set of choices suggests rehabilitating the asbestos contaminated areas, and then resorting services to the community. In addition to this, the community survey shows that 93% of the community are willing to relocate from Pomfret. When asked of their opinion of where they would like to be relocated that option be considered, about 47% are willing to relocate to Mahikeng, 33.7% want to be relocated to Vryburg while about 13% chose the Town of Tosca as an option to relocate. These results form the basis for the formulation of the options presented below. It is noted also that, currently the community is without basic services such as water, electricity and policing services, coupled with the lack of socio economic activities. For this to be resolved, any option that is formulated must satisfactorily address the issues identified.

The following set of alternative scenarios have been identified based on the options presented by the objective tree, and the community survey. The details of the options are contained in the full evaluation report for reference.

1. **Option One:** Doing nothing – Maintaining the status quo (Baseline)
2. **Option two:** Relocation to mixed areas
  - a. **Relocating** the community to Vryburg
  - b. **Relocating** the community to Mafikeng
  - c. **Relocating** the community to Tosca(These include rehabilitating of Pomfret post-relocation)
3. **Option Three: Restoration of Pomfret to habitable state. Rehabilitating** asbestos areas and restoring services and let the community stay in Pomfret.
4. **Relocating** all 328 households of Pomfret households to Tosca

### 7.2 Evaluating the feasibility of the various options

The options formulated were evaluated using the multi-criteria analytical framework that was designed at the second workshop with the steering committee and stakeholders. Each option is assessed with each criteria after in-depth discussions by the workshop participants after which a score is agreed on using the score card in the analytical framework. In some cases, where there are disagreements on a score, participants are given the chance to explain further

why a particular score is more appropriate. The results of each scored criteria is presented in table 4.

Table 4: Options Evaluation Scores

CRITERIA	1.	2. RELOCATION			3.	5
	STATUS QUO	2A. VRYBURG	2B. MAHIKENG	2C. TOSCA	RESTORATION	FULL TOSCA RELOCATION
Cost Efficiency	4	1	1	3	4	4
Financial Assessment & Financial affordability						
Timeframe	1	2	2	3	4	4
Risk	4	4	2	3	4	4
Effectiveness - Design and scope	4	3	1	2	4	3
Safety (asbestos contamination)	2	1	1	1	4	1
Technical feasibility	4	1	1	1	3	2
Accountability and governance	4	1	1	1	3	1
Legal feasibility	4	1	1	1	3	1
Environmentally feasible	4	1	1	2	4	2
Relevance	4	1	1	1	4	2
Health	4	1	1	3	4	3
Quality of service	4	1	1	2	4	2
Social justice, equality of opportunities and outcomes (Social value / Cohesion)	4	2	1	3	4	4
Community Stakeholder satisfaction (Access and choice)	4	1	1	2	3	3
Sustainability	4	1	1	2	4	2
Local/regional economy and community well-being	4	1	1	3	4	3
Added value within the government provisions	4	1	1	3	4	2
<b>TOTALS</b>	<b>63</b>	<b>24</b>	<b>19</b>	<b>36</b>	<b>64</b>	<b>43</b>

From the scores obtained, Option I, which is the status quo is scored at 63, similar to the option 3, restoration of Pomfret to a safe and habitable community, which is also scored at 64,

these two fall within the undesirable zone and will be regarded as the most undesirable options.

Option 3 which entails relocating the entire Pomfret community to Tosca within Kagisano Local Municipality is scored at 43, making it the next undesirable or more risky option. This is noted that, even though some community members recommended moving to Tosca, (which was also suggested earlier by the Municipality), relocating all the people to Tosca is likely to raise the risk factor from various perceptive as explained in the assumptions in the analysis table. Option 2, which consists of relocation of the community to all three areas, namely Vryburg, Mahikeng and Tosca, as per the findings of the community survey showed a more desirable set of scores, individually with Mahikeng scoring 19, Vryburg scoring 24 and Tosca scoring 36. To make this more comparable to the rest of the options is to find the mean score, which will be the true score of option 2 for a fair comparison. The average score is calculated to be  $[(24+19+36)/3] = 26.33$  constituting the most desirable option among the four.

According to the selection criteria, option 2 qualifies as the ideal intervention to that and is most likely to achieve the objectives set in a more efficient manner. All the other alternatives are rated above the average score of 34, which is the cut off mark of 50% and hence are less desirable in terms of this framework.

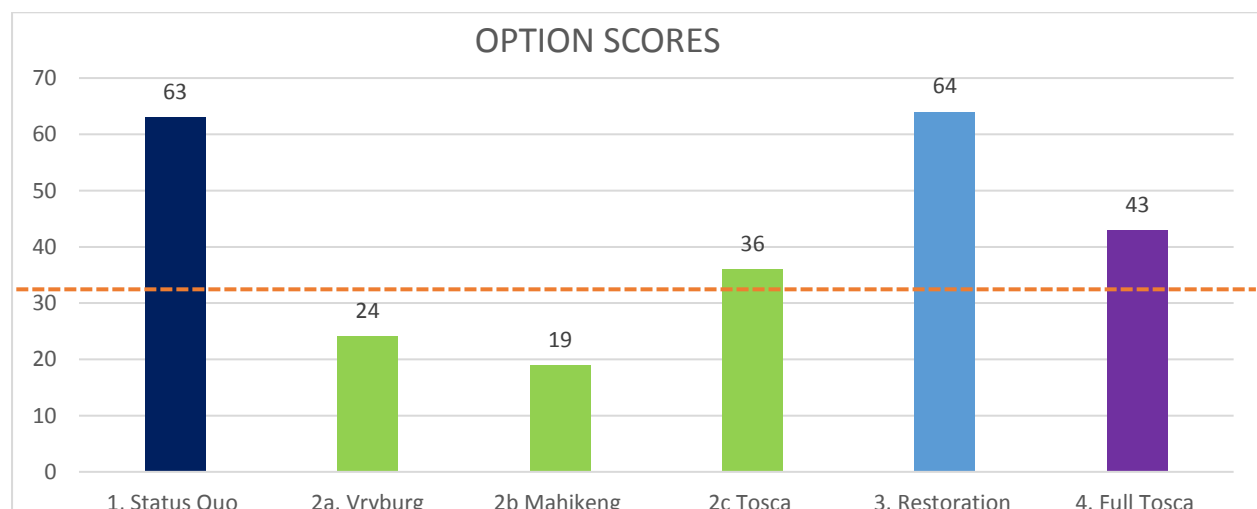


Figure 22: Option evaluation scores

### 7.3 Process Mapping: Proposed Intervention Theory of Change

The improved theory of change suggests that deliberate or planned efforts (development) are required to resolve the current severely deplorable situation in Pomfret. The current issues of asbestos contamination, and general lack of service provision create an unsafe environment due to subsequent issues such as health problems and socio economic hardship. The ultimate goal is to provide a safe and habitable environment to the community, together with

associated infrastructure in a manner that creates a more sustainable livelihood. This requires careful and strategic planning on the part of government.

Several options were looked at which could lead to attaining this goal, but at various costs and satisfaction levels. The most suitable of these options considered to be through relocating the community away from the asbestos contamination, and integrating them into other communities as indicated per their choices in the survey conducted. A full human settlement intervention with additional support and planning is deemed the ideal medium through which the goal can be achieved efficiently. This requires proper planning on the part of government in mobilising resources and managing the relocation process in a more efficient manner. The ***logical framework theory of change*** which detail the results chain and implementation action plan are attached as annex 2.

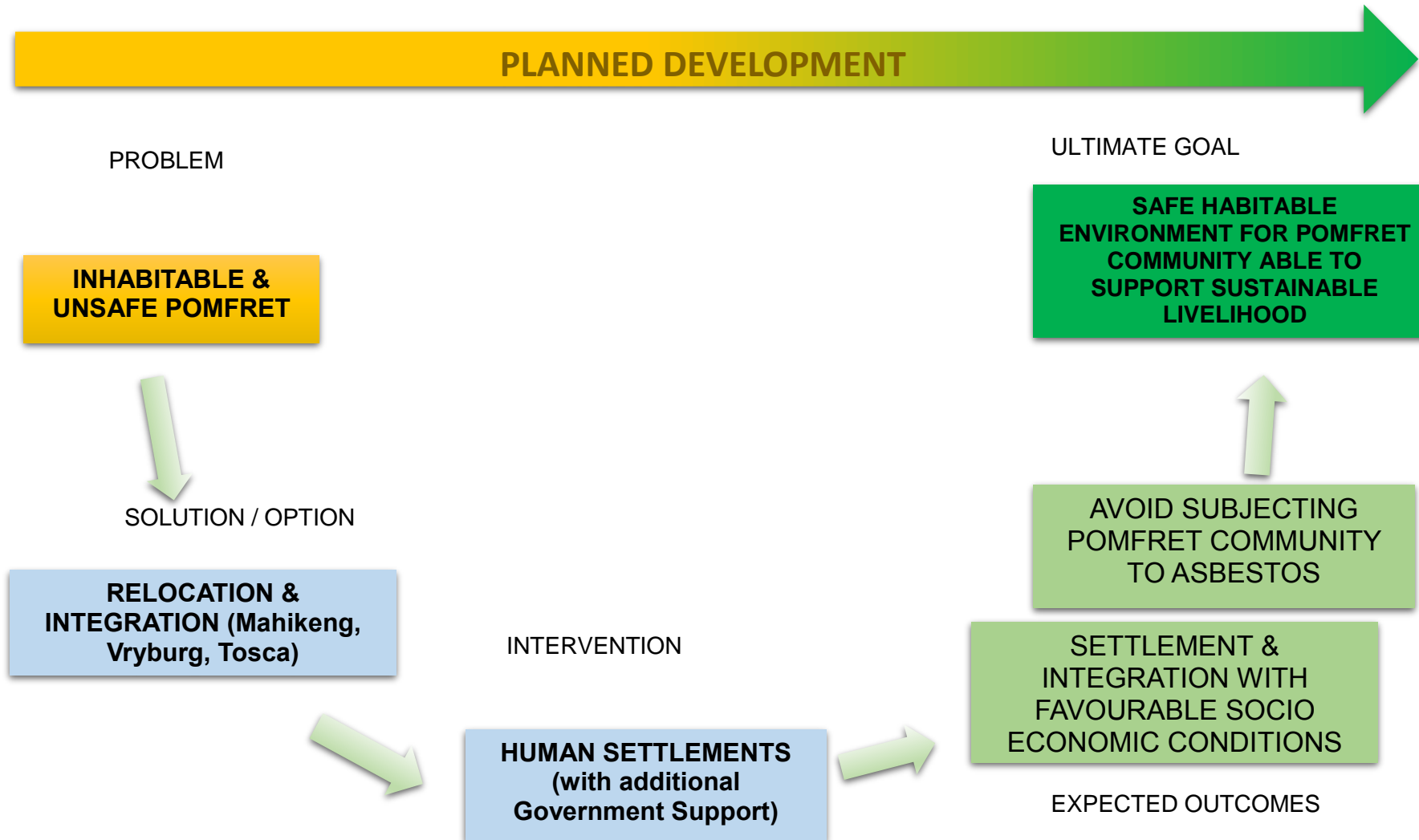


Figure 23: Simplified Intervention Theory of Change (Scenario)

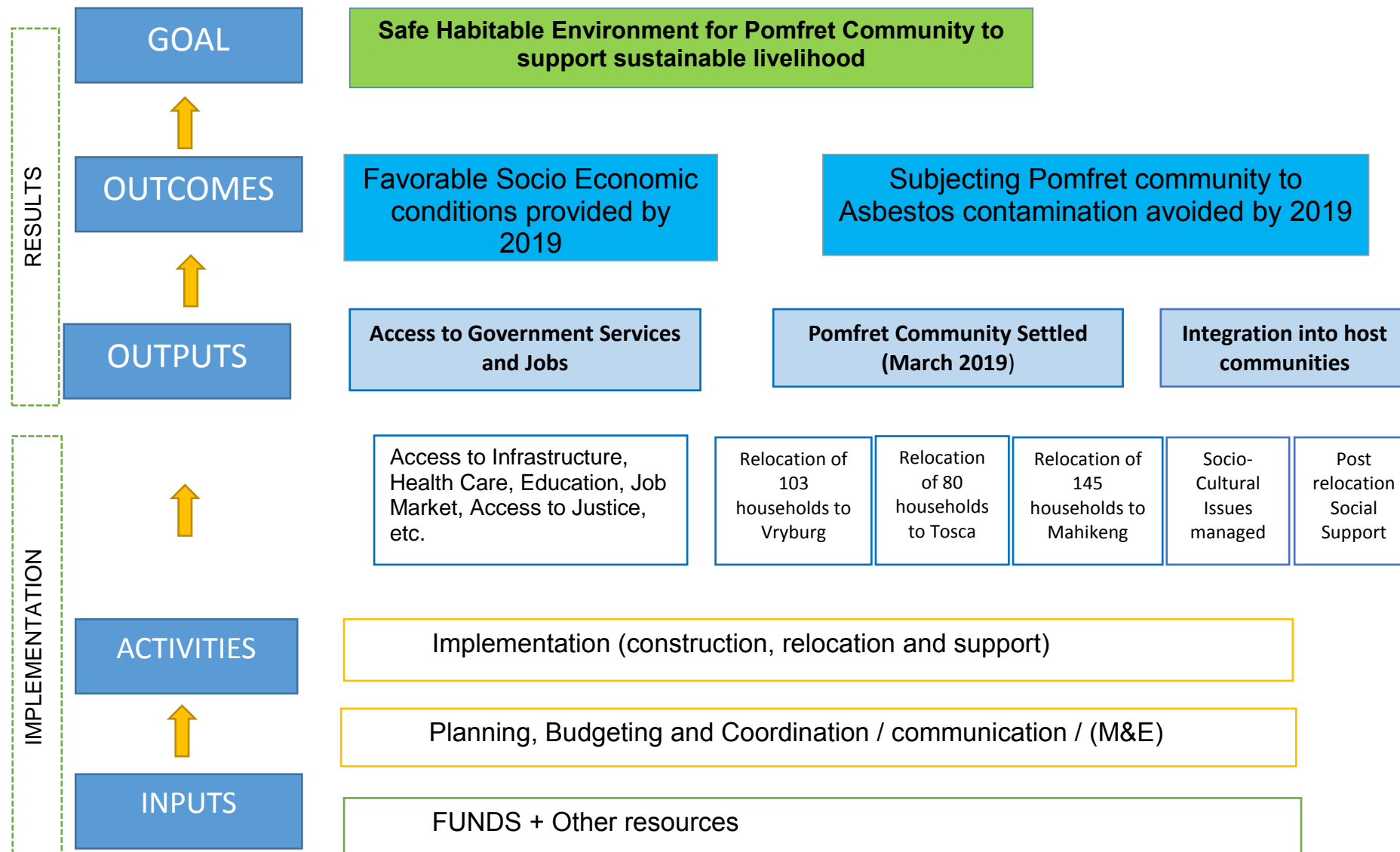


Figure 24: Improved Theory of change

## 8. DISCUSSIONS CONCLUSIONS AND RECOMMENDATIONS

### 8.1 Discussions

#### 8.1.1 What are the service delivery needs of the community?

From the analysis of the study, the community is still without basic services such as electricity, water, sanitation, health and policing services. The two transformers in the community are reported not to be functional and not supplying electricity to power vital functions. The boreholes are not working due to lack of electricity to operate them as per the Sedibeng Water report. As at now, only about 23% of the community have access to water in their homes. The intermittent water supply by the use of tinkering services and storage in “jojo” tanks appears not to be adequate. In addition, the sanitation infrastructure also needs attention to remedy the spillage of sewage unto the streets to avert associated health risks. Issues of theft and vandalisms appeared to be high, due to lack of policing services and lack of viable economic opportunities.

There is a high level of unemployment within the community due to lack of socio-economic opportunities. Formal educational levels are low, as more than 63% of the community does not have even a matric level qualification. This may have an influence on the types of socio-economic opportunities that may be accessible to the community and what may need to be provided. Nonetheless, there is the need to provide opportunities that will lead to access to economic opportunities for the community as a critical component of the intervention. Moving the community to already established towns may offer some of these advantages as there may be variety of opportunities to which the community may be exposed. This however needs to be explored with caution to avert clash with local residents in the destinations over job competition.

#### 8.1.2 What was the political commitment for relocating the area?

Government, through cabinet has committed itself to relocate the community to a safer area in 2005 after the declaration of the area as unsafe. This commitment is still in place, until otherwise altered by cabinet. To buttress this commitment, an Intergovernmental Task Team (IGTT) was established and is working together with local authorities in the area to oversee the implementation of this commitment. However, the commitment requires not only political backing, but also sufficient commitment of financial resources for the efficient delivery of the mandate. There appears also to be departmental support at all spheres of government which will propel the relocation programme to a success.

#### 8.1.3 Are there major gaps or flaws in the programme objectives, approach, institutional arrangements, and/or programmes?

##### a) Planning and implementation gaps

What appears to be at the core of the issues that led to the failure of the previous relocation, was gross lack of proper planning on the part of government. Even though there was a clear objective to relocate and integrate the community of Pomfret into the rest of society, there was no evidence of a clear action plan on how this was going to be executed. There was also poor documentation of the implementation process, which is an evidence of poor coordination.



There was no evidence of proper costing or at least estimates of the programme. This lack of proper planning manifested in the insufficient commitment of resources needed to adequately execute the project. For instance, people were being transported to communities where there were no houses built for their occupation, which resulted in allocation of houses meant for local beneficiaries in these destination areas. This in itself created a lot of tension in such communities, leaving local municipalities to deal with the mess created. Mahikeng Local Municipality is said to have issues of houses for local residents allocated to people of Pomfret, resulting in unhappy residents. Now the municipality needs to find a way to deal with this issue.

## **b) Institutional arrangements**

Currently the land occupied by the community of Pomfret is under the ownership of the department of Public Works. However, the servicing of local areas is undertaken by District and Local municipalities for areas under their control. The fact that the ownership of the infrastructure in Pomfret is under the control of the department of Public works (who is the custodian of public infrastructure) is reported to be an impediment for the municipality to provide basic services. This arrangement needs to be further looked at, in such a way that will relegate the provision of services to the municipalities or appropriate agent of government responsible for service provision.

The various departments of government who were part of the previous relocation implementation appear not to have collectively committed resources to the relocation. Only the Department of Defence was noted to be asked to provide about R36 million Rands. This situation may need to be improved in such a way that all departments involved commit sufficient budget to different components of the project aligned to their mandate.

## **c) Legislative shortcomings**

### ***i) Asbestos Regulations (Act 28 of 2002)***

The asbestos regulations embedded in the Occupational Health and Safety Act, deals extensively with occupationally related safety measures of handling asbestos contamination. There is however no section of this regulation or any guideline thereof on what should happen to people residing in close proximity to asbestos contaminated areas. Instead, one could only infer from other pieces of legislation on what to do with various aspects of the relocation process. The case of Pomfret, like many other communities residing within asbestos contaminated areas is a revelation on the limitations of the absence of such regulations.

### ***ii) Absence of regulation or a policy document covering relocation of communities.***

What is emerging from the study is that there appears to be no explicit legislation that talks to how relocation should be conducted in South Africa. This is left to be inferred from other pieces of legislations that may relate to specific aspects of relocation. For instance, the relocation of Pomfret was necessitated by the violation of the constitutional rights of the community to safe and non-harmful environment, supported by political declaration. When it comes to implementation, this is found wanting as there is no policy instrument that can be used to guide how the actual relocation should be conducted. At this point, one might be inclined to say this probably explains some of the challenges encountered in planning the relocation in 2008.

8.1.4 How effective has coordination of the project been, including the extent to which relevant resources have been mobilised from various departments and aligned with the programme coordination across departments as well as other relevant external implementing organizations, as well as coordination within relevant departments?

It was clear from the study that the coordination of the first relocation attempt was severely inadequate. Even though documentation on the roles played by the various departments was scanty, it was noted that the key role players appeared to be those departments that were presumed to be directly related to the Pomfret, even though other departments were pulled in at a later stage. This resulted in inadequacy of resources. From the analysis, a project of this magnitude requires the participation of all relevant departments, properly and efficiently coordinated. The roles of each department needs to be clearly spelt out, and the resources needed should be identified and the contribution of each role player clearly communicated. The onus then lies with the individual departments to mobilize the funding. Currently, the IGTT, led by the Department of Public Works and the Presidency (DPME), is the coordinating organ for the project. The IGTT has on board several government departments and municipal representatives. Through this evaluation, an implementation plan has been drafted which spells out the tasks required, responsible departments for each task and also resources needed. This is expected to go a long way to address the issues of coordination and resource mobilization, if implemented well.

8.1.5 Which aspects of the relocation were successful and why?

Even though the relocation is considered a failure the key issues discovered are directional or pointers on how the next intervention should be planned and executed. In addition, issues of adequate planning, proper institutional support, and funding should be high on this relocation agenda. The previous intervention is evidence of how important these are in success of the relocation intervention.

8.1.6 What are the options that could be considered to deal with the problem (How can implementation be strengthened and resources reallocated)?

The study identified relocation of Pomfret community to Mahikeng, Vryburg and Tosca as the ideal solution to the current Pomfret problem, based on the analysis of the data collected. This is expected to have an include access to provision of services and socio-economic opportunities for the community considering that these services already exist in these communities.

## 8.2 Conclusion

This evaluation was commissioned to investigate and unpack the current problems in Pomfret by examining the symptoms and root causes. It also intends to systematically review the implementation of the previous relocation intervention and to bring to the fore lessons that can be drawn to develop a new intervention for the current issues that the community is facing.

A case study strategy was utilized to collect data though mixed methods to critically evaluate the Pomfret situation. The literature review concluded that asbestos is indeed a dangerous environmental pollutant that is a health hazard to people and animals when exposed to them. Many countries around the world, including South Africa, have taken stringent actions to ban the use of asbestos and declared areas infested with asbestos as hazardous zones. Case studies from Australia, New Zealand and USA shows that it is a common practice to relocate

communities away from asbestos contaminated areas during habilitation. In South Africa however, this seems not to be the case. Most communities, such as Prieska, Penge and Pomfret continue to reside within polluted environments.

Pomfret was declared as hazardous in 2005 based on which cabinet decided to relocate the community in 2008 due to reemergence of asbestos contamination from the mines. The relocation however did not go according to plan due to issues largely attributable to poor planning and coordination, which resulted in community members not seeing value in the relocation and were unwilling to leave behind the life they were used to, including socio-cultural belongings. There was inadequate community and stakeholder engagement which would have addressed many of the issues encountered during implementation. Implementation failed mainly due to lack of adequate resources and coordination of implementation. Also, posts relocation monitoring was not undertaken, as seen in many international cases.

The limited service provision to the community of Pomfret since 2008 (after the halt of the relocation process), has culminated into the deterioration of infrastructure, such as electricity, water and sanitation as reported in 2014. The study found that the combination of asbestos contamination and deplorable socio-economic conditions in Pomfret makes the place currently not conducive for human habitation. This therefore violates section 2 of the South African constitution under the bill of rights which bequeaths every citizen the right to a clean environment that is not harmful to their health.

The study identified relocation to Mahikeng, Vryburg and Tosca as the ideal solution to the problems as these will leverage on existing coherence and existing resources in these communities, though deliberate efforts may be needed to ensure the envisaged coherence is achieved. Also, relocation is in line with the declaration of Pomfret as a hazardous zone, as this will move the community away from the contaminated zone into a healthier environment.

In conclusion, it is emphasized that in order for this relocation to succeed, the mistakes of the previous intervention cannot be repeated. The intervention needs to be adequately planned, designed and implemented according to the plan. Commitment from the various government departments in both financial and nonfinancial ways is crucial and must be properly coordinated. The key recommendations given in this study should be used as a guide in the planning and delivery of the new relocation intervention.

### 8.3 Recommendations

The following salient recommendations are critical in ensuring the success of any solution or sets of solutions to the issues identified in Pomfret:

- j) The court interdict that put a stop to the previous relocation intervention has not been lifted. Any relocation that may be planned and implemented may contravene the court interdict and be deemed illegal. A decisive action is required on the court case, ideally to do away with the interdict prior to any relocation.
- k) At this point, the Pomfret community could be seen as very fragile and needs extra care and handling given the large number of elderly and female dominated population. In addition, a significant proportion of the community suffer from asbestos related ailments which requires them to be close to health facilities. Provision of conducive environment is a matter of necessity.
- l) There has been great momentum that is building from interaction with the community and also the work being done by the IGTT, in preparation for the relocation of the community. This needs to be taken advantage of while the community remains calm in

anticipation of a relocation. This requires that any planned intervention be executed within the shortest possible timeframe. Any delays may lead to further anxiety and tension which may jeopardize the success of the intervention.

- m) The planning and execution of the development requires collective commitment of all involved stakeholders. National, provincial and local spheres of government need to communicate efficiently and coordinate efforts to avoid duplication and confusion.
- n) All departments must commit resources and funding that is adequate to achieve the relocation objectives.
- o) It was revealed through discussions in the study that there are currently housing backlogs in some of the identified communities, especially in Tosca, Mahikeng and Vryburg. If these are not dealt with or taken into consideration, tension may arise if the new houses are built for the Pomfret community to the neglect of the members in the receiving communities who have been awaiting houses. This may create tension and social conflicts.
- p) In addition to the above, there is a need for intensive sensitization of the community in Pomfret to create clear awareness around the intervention and its benefits. This should include sensitizing the receiving communities identified for the relocation. This calls for rigorous public participation and social facilitation.
- q) After relocation, there is the need for post relocation support, which will ensure full integration. Monitoring and support should be provided so that any unforeseen issues that may arise post-relocation can be addressed timeously.

## 9. ANNEXES

Annex 1: Detailed Analytical Framework

Annex 2: New intervention Theory of Change

Annex 3: Proposed Log frame

Annex 4: Implementation Action Plan

Annex 5: References

## Annex 1: Analytical Framework

For this analytical framework, the complexity and uniqueness of the situation demands that a multi dynamic and robust criteria be used so that the various aspects of the solution can be evaluated thoroughly thereby addressing the main goal and its sub objectives.

From the interactions and information gathered during the literature and document reviews on the Pomfret project, in addition to problem and objective trees developed, the following aspects appear to be very critical in designing criteria for analysing and ranking the intervention options. A suggested screening criteria includes, legal feasibility, technical feasibility, coherence with policy objectives, effectiveness and efficiency, proportionality, political feasibility, impact on the health of the community and relevance. These key aspects need to be checked in determining the viability of a policy option.

### **i. Cost Efficiency**

Assess whole life and transaction costs, investment requirements and funding, affordability, use and allocation of savings, best value and risk assessment. The cost will include, the financial commitment required in totality to implement the chosen option to the full, or until the set objective is achieved. Efficiency in this case will refer to the ability to use less financial resources in optimally achieving or implementing the chosen option. Typical of these costs may include cost of land, studies required (e.g. Feasibility studies, EIAs, including specialist studies, cost of establishing the infrastructure and other related costs). The cost of an option will be assessed from two broad perspectives - the financial assessment and also from the perspective of affordability by government.

#### **I. Financial assessment:**

The extent to which the option contributes to savings / income targets for the service area for the medium to long-term (as set out in Service Delivery Plans); the extent and ease with which agreed plans can be amended if the government's budgetary position is impacted by funding changes; and the extent to which the option can ensure the appropriate level of investment in the services if achieved.

#### **II. Financial affordability**

- Financial risk measures
- Capital costs – if necessary for the model?
- Makes best maximum use of resources, etc.
- Demonstrates productivity performance.
- Demonstrates value for money across all services and achieve financial stability.
- Flexibility and responsiveness to changing need and budgets.

#### **III. Timeframe**

This refers to the time required to plan and implement the particular option, in a manner that fully achieves the set objectives. The time shall be considered in terms of:

1. Timely – Reduction of delays (the option that allows for shortest possible time)
2. Time for planning and packaging (Feasibility studies, EIAs, etc.)

3. Financial readiness, in terms of time required by respective government /funding institutions to budget for the required funds.
4. Execution / implementation time e.g. construction and moving in, or installation of services.

#### **IV. Risks**

Social and cultural threats or risks associated with a particular option, and its implementation. This may include gender issues, socio-cultural constraints, buy-in from the local community and the extent to which these risks can be managed, or mitigated.

##### **a. Risk assessment**

A risk profile for each option should be prepared. It should identify the risks, how likely they are to occur, the potential consequences and impacts, who bears the risk and how they might be eliminated or reduced. There are many different types of risks and the evaluation of risks should ask a number of questions:

- “Are the reasons for intervention still valid?
- Is the scope of the risk and the hazard the same?
- Has the risk profile changed?
- Is there evidence of cause and effect – have the changes in risk occurred due to the policy response?
- What is the level of public concern? Has this changed?
- Are there any unanticipated effects – negative or positive?
- To what extent is the option likely to obtain approval of the Pomfret community and destination community? (If applicable).

(To achieve this, a land use-survey may be a tool to use, in establishing the baseline of what are the current land uses that need to be taken into cognisance in planning. For instance, this might provide actual information of who resides where in Pomfret, and what they are currently engaged in, the number of shops and farming ability to meet current and future needs, user views, effect of creating/extending market mechanisms, scope for synergies and design/technical assessment (Strategic management of the service within overall performance management network).

#### **V. Safety**

In this case, the ability of the option to ensure safety from asbestos contamination and natural disasters, as well as provision of socio economic opportunities that enhance the living conditions of the residents (as per the objective tree established).

#### **VI. Technical feasibility**

This refers to the possibility to obtain, and assemble all technical and technological resources and methods in implementing the option. It also hinges on the Institutional capacity to organise or implement the option.

#### **VII. Accountability and governance**

This refers to the implications of each option for enhancing democratic accountability, transparency and scrutiny and user/community and staff/trade union involvement in planning, policy and provision. *Democratic control and accountability* - the extent to which the option is well-managed, democratically accountable, responsive and transparent and ensure robust and effective engagement with all stakeholders.



## VIII. Legal feasibility

That the option is well aligned with relevant and applicable legislation and well in line with policy priorities, and will be considered as legally possible. The extent to which the option meets the minimum legal requirements.

## IX. Environmentally feasible

The extent to which the option ensures safe and livable environment and promoted safety to natural environment in terms of how well the option will ensure that there is minimum or not impacts on the natural environment.

The option must also ensure reduced risk and avoiding harm to community that we are intended to help.

## X. Relevance

This refers to the possibility of the chosen option to holistically relate to the achievement of the task or objectives set, in alignment with current and potential future trends.

## XI. Health

Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity. This criterion refers to the potential impact of the option on the health of the community. In this case one can see this in light of how successful the option or intervention is in improving the health of the community. This will answer questions such as, will the health risks improve?

## XII. Quality of service

The potential impact on performance, service integration, continuous improvement and innovation, flexibility and responsiveness, accessibility and connectivity. (*Continuity in delivering high quality services*)

## XIII. Social justice, equality of opportunities and outcomes (Social value / cohesion)

The extent to which the option impacts on the wider local economy, community well-being and cohesion. Social cohesion is understood as the capacity of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation. People from different backgrounds should have an equal chance to participate in decision-making, should have similar life opportunities and equal access to services, including, access to green spaces.

- **Ability to address social justice and inequalities:** The appraisal should identify how each option will reduce/eliminate health and other inequalities and discrimination for different equality groups. It should include a distributional analysis of the costs and benefits of each option and assess the contribution to building community capacity, power and participation.
- **Equitable:** Providing services that do not vary in quality because of geography, location or socio-economic status. All patients have access to a range of service provision.

## XIV. Community Stakeholder Satisfaction (Access and choice)

This refers to the option:

- Ensures involvement of citizens in different stages of planning including goal-setting, implementation and monitoring/evaluation.



- Meets needs of local population (older people, vulnerable, seldom heard groups)
- Contributes to the provision of choice of service, procedure/treatment or place of care.
- Ease of access (travel times, public transport)
- Evidence of stakeholder engagement in proposals

## XV. Sustainability

Impact on local/regional development value chain, access to parks and recreational activities, services and facilities, environmental impacts and efficient use of resources.

## XVI. Local / regional economy and community well-being

Assess impact on jobs, skills, labour market and local economy, contribution to regeneration and economic development strategies, community wellbeing and cohesion.

Sustainable regeneration of local economy – extent to which local economy retains money spent on the service.

## XVII. Added Value

Proposals over and above core requirements and additional community benefits.

Additional themes may be added by the technical and steering committee and the workshop participants. In order to determine whether a particular option satisfy the set criteria, and to what extent the aspect is satisfied or met, parameters need to be defined. The table 1 below describes the suggested parameters (score card) of each aspect, and the implications or meaning of each parameter. Table 5 is the evaluation grid or evaluation matrix.

## Option Score Card

Table 5: Options Score Card

	CRITERIA	SCORE	SCORE/DESCRIPTION	IMPLICATION
1	Cost Efficiency Financial Assessment Financial Affordability	1	Low / Cost Efficient and Affordable	0-45 million
		2	Moderately Efficient and Affordable	45 million - 90million
		3	High Cost but Affordable	90 million -135 million
		4	High Cost and not Affordable	135 million and above
2	Timeframe	1	Immediate	Planning, budgeting and implementation can begin within 12 months
		2	Short Term	1 -3 years (MTEF)

		3	Medium Term	3 -5 years (MTSF)
		4	Long Term	5 -10 years or more
3	Risks	1	Very Low Risk	Option will not arouse significant public concern as it may eliminate all major social and cultural risks and likely to not expose the community to natural disasters.
		2	Low Risks	Option will arouse minimal and manageable public concern as it may eliminate most major social and cultural risks and likely to not expose the community to natural disasters. Any risks posed can be effectively managed through available means and budget.
		3	Moderate Risks	Likely to present some risks, which will require major mitigation measures and budget requirements.
		4	High Risks	Where option is likely to arouse more social conflict in the community, due to neglect of socio cultural concern. Option likely to expose community to natural disasters and maintains the status quo of all risks.

4	Effectiveness - Design and scope:	1	Very Effective	Well in line with all strategic objectives, vision and aspirations of both government and recipient communities and is able to lead to the achievement of these goals and objectives.
		2	Moderately Effective	Moderately in line with all aspirations and strategic objectives, and will lead to achievement of at least 75% of such objectives of all parties.
		3	Poorly Effective	Moderately in line with all aspirations and strategic objectives, with need to modify major aspects of these objectives for optimum implementation. In other words, this option may lead to achievement of only a few (less than half) of such objectives, or lead to the neglect of major aspects of such objectives.
		4	Not Effective	Not all in line with strategic objectives, and aspirations of both government and recipient community and

				municipalities, or will require major changes with significant budgetary and time constraints to align.
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5	Safety	1	Highly Safe	Completely removes all asbestos risks, not and have no or limited chance of future contamination risks.
		2	Moderately Safe	Removes Current Asbestos contamination risks to up to about 80% but with minimal chance of re-occurrence in the future.
		3	Minimally Safe	Barely removes current asbestos contamination risks as polluted areas still exists
		4	Poor	Does not remove asbestos risks, thus maintaining the status quo

6	Technical feasibility	1	Highly Feasible	Will be possibly to be implemented with available local technology and methods
		2	Moderately Feasible	Can be executed with available technology and methods, but needs to be sourced from around the country
		3	Low Feasibility	Only some components can be executed with available technology and methods. Large and critical components cannot be implemented.
		4	Not Feasible	Cannot be executed with available technology and methodologies

7	Accountability and governance	1	Highly Likely	Highly likely to enhance democratic accountability, transparency and allow user and community involvement. Presents opportunities for public participation
		2	Most Likely	Most likely to enhance democratic accountability, transparency and allow user and community involvement.  Few Presents opportunities for public participation
		3	Likely	Most likely to enhance democratic accountability, transparency and allow user and community involvement.

				Minimal Presents opportunities for public participation
		4	Not Likely	Not likely to enhance democratic accountability, transparency and allow user and community involvement. No opportunities for public participation

8	Legal feasibility	1	Highly Aligned	In alignment with all National legislation, provincial and regulations, and guidelines
		2	Moderately Aligned	In alignment with Some regulations (national and provincial levels only) but differs with District and Local municipal Priorities and Guidelines
		3	Low Alignment	Only satisfy local priorities, but not properly aligned with national and Provincial Legislation
		4	Not Aligned	Not in alignment with National, Provincial and local legislations and guidelines

9	Environmentally feasible	1	Highly Eco Friendly	Results in least manageable environmental impacts and have perhaps even positive aspects to the environment. Occurs in such a way that natural ecosystems are not impacted negatively.
		2	Moderately Viable	Have minimal negative impacts on the environment. Impacts that occur can be effectively mitigated. Natural ecosystems will be affected by continue to function in a minimally modified manner.
		3	Low Viability	Likely to cause significant environmental degradation. Natural ecosystems are likely to be severely affected, as limited mitigation options are available.
		4	Not Viable	Will result in severe negative impacts in a way that natural ecosystems within the area of impact will cease to function. It is likely of rather be a source of more pollution.
10	Relevance	1	highly feasible	Fits into the local and national development agenda, and flows with current and near future trends by acting

				as a channel to propel developmental agenda of government as well as relevant to community needs.
		2	Moderately feasible	Does flow with current trends and development agenda but requires minor adjustments for proper alignment and to suit the needs of the community.
		3	Low Feasibility	Does flow with current trends and development agenda but requires minor adjustments for proper alignment and to suit the needs of the community
		4	Not feasible	Is not relevant to the current national and local trend of development and will not promote act as a propelling factor to these developmental agenda and not also relevant to the community current priorities of the community.

11	Health	1	High Improvement	This option is likely to impact positively on the health of the community by providing opportunities to full access to health facilities and services within immediate environment. Emergency services can easily be accessed readily within the community.
		2	Moderate Improvement	Moderate possibility to improve impact on health. Likely to provide access to health facilities, but will involve long distance travel.
		3	Low Improvement	May being an improvement in the health of community, but will involve high cost, in travel and waiting time. Nearest facility located of a distance from place of residence.
		4	No Improvement	Not likely to improve human health, and no access to emergency services. Nearest facility located quite far from place of resident and will involve incurring high cost of travel or long waiting time.
12	Quality of service	1	High Quality	Will result in High potential impact on performance, service integration, continuous improvement and innovation, flexibility and responsiveness, accessibility and connectivity. (Continuity in delivering

				high quality services over and above the expected standards.
		2	Moderate	Will result in Moderate impact on performance, service integration, continuous improvement and innovation, flexibility and responsiveness, accessibility and connectivity. (Continuity in delivering high quality services of at least expected standards).
		3	Low Quality	Will result in low impact on performance, service integration, continuous improvement and innovation, flexibility and responsiveness, accessibility and connectivity. Services are slightly below normal expected standards
		4	Very Poor Quality	Will result in low impact on performance, service integration, continuous improvement and innovation, flexibility and responsiveness, accessibility and connectivity. Services are significantly below normal expected standards.
13	Social justice, equality of opportunities and outcomes (Social value / Cohesion)	1	High	Provides highly satisfactory opportunities and sense of social justice and impacts positively on wider local economy. Presents equal opportunities to enhance and stimulate local economy thereby providing social cohesion.
		2	Moderate	Provides moderately satisfactory opportunities and sense of social justice and impacts positively on wider local economy. Presents major opportunities to enhance and stimulate local economy thereby providing social cohesion.
		3	Low	Provides minimal satisfactory opportunities and sense of social justice and impacts positively on wider local economy. Presents unequal opportunities to enhance and stimulate local economy thereby providing social cohesion. Favours some groups at the expense of others.

		4	Poor	Provides minimal or no satisfactory opportunities and sense of social justice and impacts negatively on wider local economy.  Presents unequal or not opportunities to enhance and stimulate local economy thereby providing social cohesion.
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14	Community Stakeholder satisfaction (Access and choice)	1	High	Highly likely to provide an overall sense of satisfaction to recipient or beneficiary community through participation and ensuring of ownership of intervention.
		2	Moderate	Most likely to provide an overall sense of satisfaction to recipient or beneficiary community through participation and ensuring of ownership of intervention.
		3	Low	Probably will provide an overall sense of satisfaction to recipient or beneficiary community. Opportunities for participation exists, but other aspects such as travel time, and others are still high.
		4	Poor	Not likely to provide an overall sense of satisfaction to recipient or beneficiary community. No opportunities for public participation etc.

15	Sustainability	1	Highly Sustainable	Highly likely to Impact positively on local/regional development value chain, access to parks and recreational activities, services and facilities, environmental impacts and efficient use of resources.
		2	Moderately Sustainable	Most likely to Impact on local/regional development value chain, access to parks and recreational activities, services and facilities, environmental impacts and efficient use of resources.
		3	Low Sustainability	Fairly likely to Impact on local/regional development value chain, with minimal access to parks and recreational activities, services and facilities, environmental impacts and efficient use of resources.

				Environmental impacts are manageable but at a major cost, financially and socially.
		4	Not Sustainable	Not likely to Impact on local/regional development value chain, no access to parks and recreational activities, services and facilities, environmental impacts and inefficient use of resources.  Will result in detrimental environmental impacts with high cost, including human lives.

16	Local/regional economy and community well-being	1	Highly likely	Will impact positively on jobs, skills, labour market and local economy, contribution to regeneration and economic development strategies, community wellbeing and cohesion, supported by facts and figures.  Use or provides verifiable figures and statistical illustrations or scenarios.
		2	Likely	Partial will result in positive impacts on jobs, skills, labour market and local economy, contribution to regeneration and economic development strategies, community wellbeing and cohesion, provides verifiable figures and statistical illustrations or scenarios.
		3	Moderately likely	Only mention possible impacts on jobs, skills, labour market and local economy, contribution to regeneration and economic development strategies, community wellbeing and cohesion, provides unverifiable figures on such impacts. Or estimates unknown.
		4	Unlikely	Not likely to impact positively on local/regional economy and community well-being.
17	Added value	1	Highly Satisfactory Value add	Provides major additional services and benefits over and above core requirements and additional community benefits.



		2	Satisfactory Value add	Provides average additional services and benefits over and above core requirements and additional community benefits.
		3	Fairly Satisfactory Value add	Provides minor additional services and benefits over and above core requirements and additional community benefits.
		4	Neutral	Simply satisfies core requirements

## Annex 2: Logical Frame (Theory of Change)

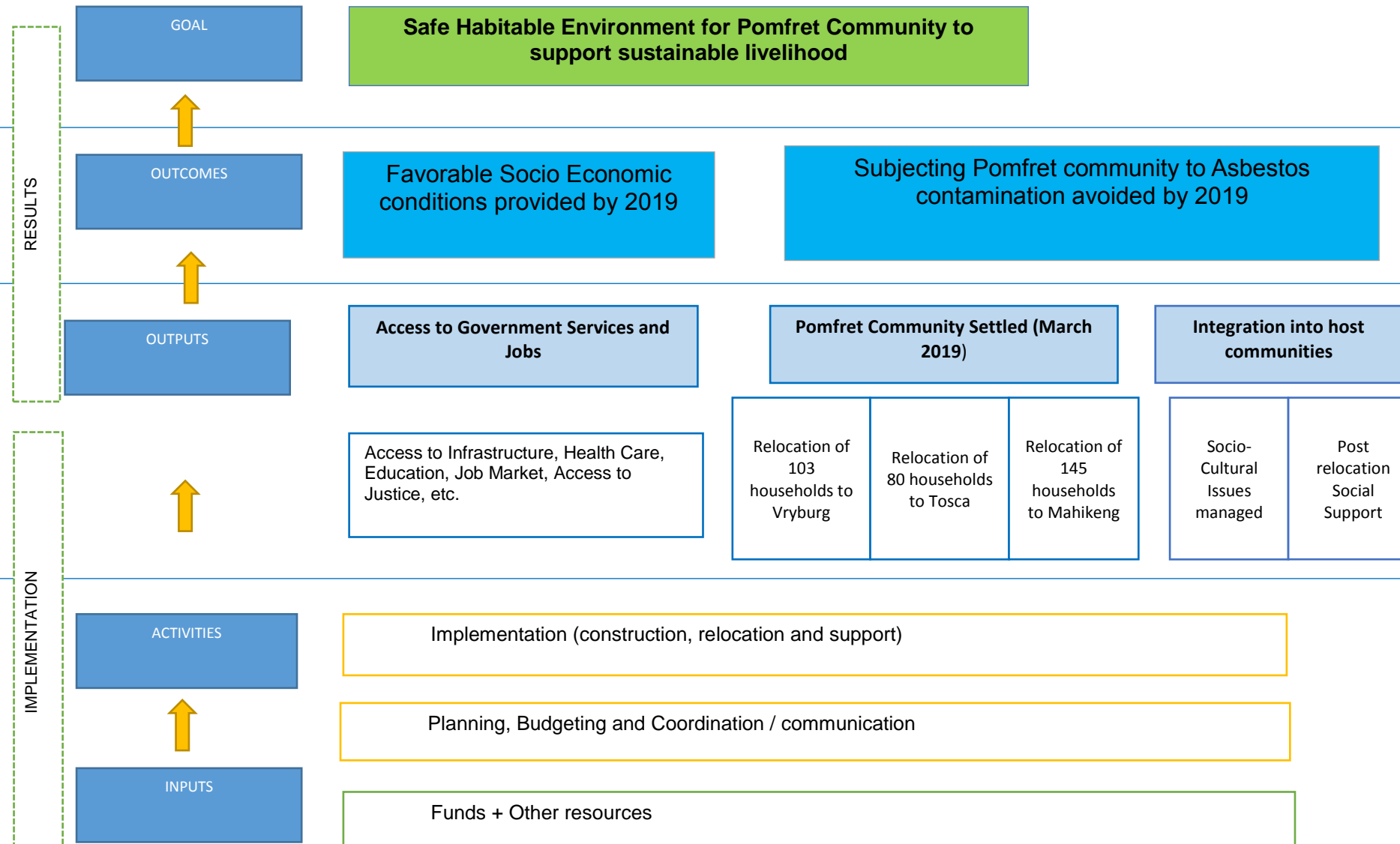
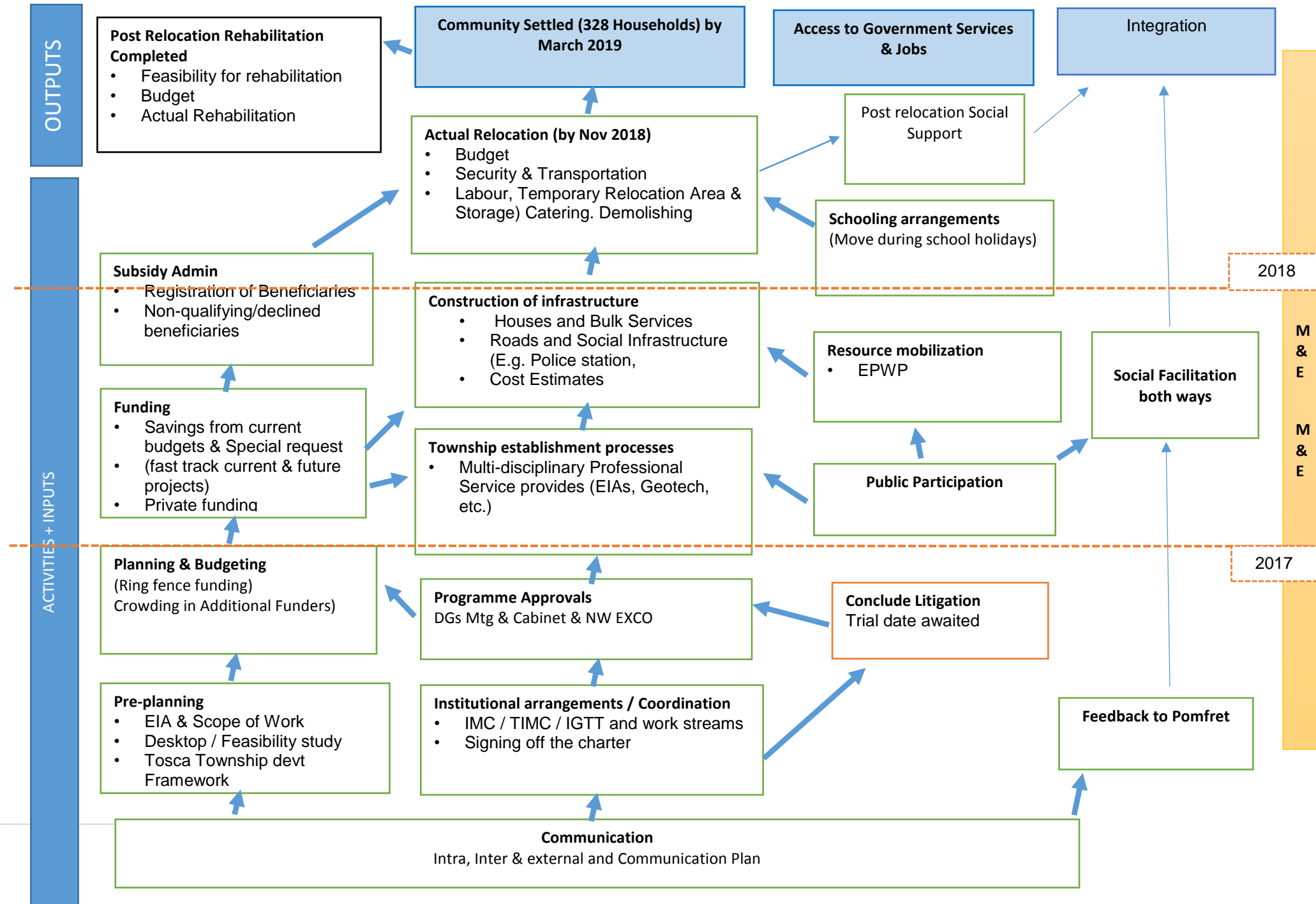


Figure 25: Logical Frame (Theory of Change)



## Annex 3: Implementation Action Plan

Table 6: Implementation Action Plan

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>PROJECT INITIATION PHASE</b>						
<b>Relocation Framework / Strategy</b>	Develop of the relocation framework/strategy and minimum standards by considering all legislations.	Workshop already done – Agree with IGTT to agree with findings	IGTT	14 July 2017	IGTT	In-house
<b>Institutional arrangements / Coordination</b>	<p><b>Finalization of the IGTT charter</b></p> <p>Identification of roles and responsibilities of public and other entities involved in implementation, including funding agencies of individual projects, National, Provincial, and Local Government, the affected population, and the task team and advisory group.</p> <p>Identification of needs for technical assistance, or institutional strengthening to improve the implementation of the relocation plan.</p> <p>Development of an agreement on work plans for each group or entity, using the resettlement plan as the overall frame of reference.</p> <p>Agreement on coordination mechanisms to be used during project implementation.</p>	<ul style="list-style-type: none"> <li>Approval and implementation of the charter</li> </ul>	IGTT DGs	01 Aug 2017	IGTT	In-house
<b>Provide oversight responsibility for monitoring the project</b>	Regular reporting to Political and Administrative Heads on project performance.	<p>Monthly / Quarterly performance reports to:</p> <ul style="list-style-type: none"> <li>Cabinet</li> <li>Clusters</li> <li>Exco</li> <li>Councils</li> <li>DG-to-DG Forum</li> <li>IGTT</li> </ul>	IGTT Chair (develop framework of reporting) detailing roles & responsibilities	<p>Monthly / Quarterly Reporting</p> <p>IGTT Chair Finalise framework and circulate by 25<sup>th</sup> &amp; finalise by 28<sup>th</sup></p>	DPW/ DPME	Unknown

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
		<ul style="list-style-type: none"> <li>Work streams (prepare reports for IGTT)</li> </ul>		July for 1 <sup>st</sup> of August 2017.		
<b>Household Profiling, Census and socio-economic surveys.</b>	Conduct detailed survey and data analysis. Design of survey and analysis of survey data	Survey data collection  Screening of Survey by human settlements	DPME  DHS – North West	Done  21 July 2017	DPME  DHS-North West	R540k  In-house
<b>Military Veterans Database</b>	Establish applicable housing programmes (determine income groups in Pomfret)  Establish who qualifies for the Military Veterans Housing Programme or other housing programme/instrument  Verify and provide Military Veterans Database	Development of military veteran's database Verification of qualifying / non-qualifying community  Raw list received, yet to be verified	List to be verified by Dept of Military Veterans / DoD  Dept of Defence / Military Veterans	21 July 2017  21 July 2017	DOD/DMV	In-house  In-house
<b>Conclude Litigation</b>	Develop legal intervention strategy	To set matter down for hearing and apply for dismissal of the applicant's case – Mmabatho High Court application.	DPW OTP KMLM All Respondents		DPW and OTP (and all respondents)	
<b>Review of the Interim Court Order</b>		To set matter down for hearing for setting aside of the interdict - North Gauteng High Court Matter	DPW OTP KMLM All Respondents		DPW and OTP (and all respondents)	
	Legal Agreements	Identify the remaining applicants of Pomfret – seek agreement  Counsel to use Evaluation Report to craft court papers and as addendum to court application	DPW & OTP Legal Counsel	28 July 2017  25 July 2017	DPW and OTP (and all respondents)	

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>Public Participation, Consultations and communication.</b>	<p>Design of participation strategy for all phases of relocation program.</p> <p>Identification of stakeholders and process for consultation with them.</p> <p>Development of two-way communication strategy, to inform the affected population and to involve them in monitoring and providing feedback to the community.</p> <p>Engagement with receiving communities</p> <p>Establish committees.</p>	<p>Develop communication strategy</p> <p>Community briefing/debriefing (current)</p> <p>Engagement with receiving community (integration)</p>	<p>OTP</p> <p>KMLM, Mahikeng Local Municipality</p> <p>Naledi Local Municipality</p>	31 Aug 2017	<p>OTP</p> <p>KMLM, Mahikeng Local Municipality</p> <p>Naledi Local Municipality</p>	R1 million
<b>Project budget and financial procedures</b>	<p>Development of a program budget based on realistic assumptions about eligible population, per household assistance costs, program administration costs, and time to implement.</p> <p>Analysis of options for indexing financial assistance to mitigate effects of local currency fluctuation and price inflation.</p> <p>Establishment of a system that links project budget with the implementation schedule and that can monitor disbursements and disbursement patterns.</p> <p>Design and implementation of financial procedures to disburse funds to implementing agencies, communities, and/ or households, depending on financial assistance strategy.</p>	<p>Secure Grant Funding</p> <ul style="list-style-type: none"> <li>• Municipal Infrastructure Grant (MIG)</li> <li>• Dept. of Human Settlements (HSDG)</li> <li>• Dept. of Water and Sanitation (District)</li> <li>• Dept. of Energy (Eskom)</li> <li>• National Treasury</li> </ul>	<p>IGTT Chairs</p> <ul style="list-style-type: none"> <li>• Local Municipality</li> <li>• District Municipality</li> <li>• Provincial Departments</li> <li>• National Departments</li> </ul>	25 July 2017	IGTT	In-house

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>Programme &amp; Project Approvals</b>	DG's Meeting, NW Exco and Cabinet	Prepare detailed submissions for management consideration	<ul style="list-style-type: none"> <li>Local Municipalities</li> <li>District Municipalities</li> <li>Provincial Departments</li> <li>National Departments</li> </ul>	29 Sept 2017	IGTT	In-house
<b>PLANNING PHASE</b>						
<b>Development of Human Settlement strategy</b>	<b>Land acquisition - Tosca, Vryburg &amp; Mahikeng</b>	Conduct detailed land survey of plots to be acquired and confirm ownership. Preparation of criteria for identification and analysis of sites that covers: <ul style="list-style-type: none"> <li>Quantity of land required</li> <li>Location of land required</li> <li>Use of land required</li> <li>Estimated number of residential</li> <li>Tenure status of present users</li> <li>Presence of public or community infrastructure</li> </ul> Identify the land parcel for development <ul style="list-style-type: none"> <li>Obtain council resolution</li> </ul>	IGTT Chair Human Settlement (HDA) Municipalities	29 Sept 2017	Human Settlement (HDA) Municipalities	R 1 million

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ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>Installation of Services</b>	<b>Bulk Infrastructure Services designs</b>  Install Internal Infrastructure Services <ul style="list-style-type: none"> <li>Water Reticulation</li> <li>Sanitation</li> <li>Roads &amp; Stormwater</li> </ul> Installation of internal infrastructure services to the settlement.	<ul style="list-style-type: none"> <li>Install or Upgrade Bulk Infrastructure Services</li> <li>Provision of bulk infrastructure services before construction of houses &amp; social facilities.</li> <li>Provision of Municipal Engineering Services – Water, Roads, Stormwater &amp; Sanitation (Sewer)@ 37 070*350</li> </ul>	DWS District Municipality Local Municipality	30 July 2018	DWS District Municipality Local Municipality	R 12,1million
	<b>Bulk Infrastructure Services designs</b>  Installation of Electrical Infrastructure Services	<ul style="list-style-type: none"> <li>Provision of Electricity by Eskom or Municipality</li> </ul>	Department of Energy (Eskom)	30 July 2018	Depart of Energy (Eskom)	R 5,1 million
<b>Development of Houses, Social &amp; Economic Facilities including Sport Fields</b>	Create Sustainable Human Settlements Development  Complete houses to the satisfaction of beneficiaries (agreed standard) and full serviced human settlement.	<ul style="list-style-type: none"> <li>Allocation of houses to beneficiaries &amp; verification</li> <li>Determine options for non-qualifying beneficiaries</li> <li>Cost of BNG house and Transfer cost / registration (Title Deeds) as per the subsidy quantum (110,947*350)</li> </ul>	Provincial Department of Human Settlements and other social facilities	28 Feb 2019	DHS	R 39 million
<b>OPERATIONS</b>						
<b>Relocation Planning</b>	Administration, Equipment, Transport, Public Meetings, Consulting Services		DPW, DOD, DOT	30 March 2019	DPW, DOD, DOT	R 1 million

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>Grievance redress</b>	Development of registration process.  Establishment of an operational procedures to address grievances.  Communication plan for familiarizing population with grievance procedures.	Eliminate illegal Occupation	IGTT	31 Dec 2018	IGTT	In-house
<b>Eligibility compensation for of military veterans</b>	Definition of relocating persons and criteria for determining their eligibility for compensation and other relocation assistance. SANDF to send representatives to confirm the number of veterans eligible for benefits.		IGTT	31 Dec 2018	IGTT	In-house
<b>CLOSE OUT PHASE</b>						
<b>Monitoring and evaluation</b>	Development of a monitoring plan that covers inputs, process, outputs, and impacts. (See Tables, above.)  The following aspects of the resettlement plan should be monitored: <ul style="list-style-type: none"> <li>The physical progress of resettlement activities</li> <li>The effectiveness of public consultation and participation activities</li> <li>The sustainability of income restoration and development efforts</li> </ul> Using community survey data and other information, development of the project baseline before implementation begins.  Assurance that sufficient resources have been budgeted to monitor the affected population for an extended period post-resettlement and to carry out an ex post audit.  Design of mechanisms to involve the affected population in monitoring and evaluation activities.	<ul style="list-style-type: none"> <li>Assessment / evaluation of the work done</li> <li>Develop periodic assessment reports</li> <li>Regular reporting (Political / admin oversight)</li> </ul>	IGTT & DPME	Ongoing	IGTT & DPME	R 500k

ACTIVITY	OBJECTIVE STATEMENT / OUTCOME	SUB-ACTIVITIES	DEPARTMENTS OR AGENCIES INVOLVED	TIMING	SOURCE OF FUNDS	COST ESTIMATES
<b>Rehabilitation of the area (Portion 8, 10, 38 &amp; 42)</b>	Complete rehabilitation to the lands original state	<ul style="list-style-type: none"> <li>Develop of rehabilitation plan</li> <li>Implementation of the rehabilitation plan</li> </ul>	DMR (CGS / MINTEK)	30 Oct 2017  31 March 2019	DMR (CGS/ MINTEK)	R20 million
<b>Demolition of current infrastructure (Pomfret)</b>	Simultaneous process to the relocation	Develop and implement demolition plan	DPW	31 March 2019	DPW	R85 million
<b>Integration into host communities</b>	Post relocation Social Support		DSD & OTP & DOD	Ongoing	DSD & OTP & DOD	R 6 million
						<b>R177 440 000</b>

## Annex 4: References

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