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ORGANIZATIONAL PLANNING ASSISTANT

FOR

SWAZILAND MINISTRY OF HOUSING

AND

TOWNSHIP DEVELOPMENT

SWAZILAND GOVERNMENT

USAID/SWAZILAND

RHUDO/EAST AND SOUTHERN AFRICA

F I N A L R E P O R T

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EXECUTIVE SUMMARY

1. The Ministry of Housing and Townships Development (MHTD) was set up under a Legal Notice in 1991 and was assigned seven responsibilities: housing and human settlements, physical and town planning, water and sewerage, rents, land for residential purposes, urban governments and fire and emergency services.
2. A Mission Statement has been prepared and reads "MHTD shall facilitate and co-ordinate urban development, housing and provision of utility and emergency services through its agencies and departments in co-operation with other government agencies, the private sector and the general public. This shall be achieved through active public participation within the context of affordable development and due environmental considerations. The Ministry and its agencies shall pursue its statutory obligations and develop an appropriate policy and legislative framework that takes account of public interest and resource constraints. The Ministry will monitor and ensure that all its agencies and departments are publicly accountable and operate in the most efficient and cost effective manner in pursuit of their objectives and programmes for the social and economic benefit of the people of Swaziland."
3. Preliminary objectives have been established and these cover: the role of the Ministry, legislative reform and development, Ministry administration, management objectives, compliance with existing legislation, land administration, informal settlement management, housing policy objectives, cost recovery and pricing policy, development and mortgage finance, local government finances, regional and local development planning, physical and social infrastructure development, urban environment, enterprise development and service to the public. Details can be found on pages 9 to 14.
4. Seven policy arenas have been formulated; these relate to general ministerial policies and procedures, coordination aspects, housing policy, urban government policy, regional and local government, land policy and financial policies. The contents of each policy are to be found on pages 14 to 16.
5. The basic structure proposed comprises an office of the Minister, the office of the Principal Secretary with a Planning and Support Services Unit attached and a direct link from the Project Coordination Unit, the Fire and Emergency Services, and three departments -- Finance and Administration, Housing and Human Settlements, and Urban Government. The organizational structure is shown on page 25, the structures of each office and department on pages 28 to 33 and the functions of each are set out on pages 37 to 41.

I. BACKGROUND

A. Introduction and Terms of Reference

With the establishment of the Ministry of Housing and Township Development (MHTD) by the Government of Swaziland (GOS), work is in progress to define the overall goal of the Ministry, its objectives and the likely organizational structure. USAID/Swaziland and RHUDO/East and Southern Africa have provided technical and financial assistance over the last three years to GOS in its efforts to rationalize government structures mandated for housing and urban development. To pursue this joint effort, GOS requested USAID to provide further technical assistance in defining the objectives and appropriate organizational structure of MHTD.

Following this request, USAID and RHUDO commissioned a Consultant, Royston A. C. Brockman to assist the MHTD in defining its goals, objectives and future organizational structure. The Consultant, originally was to spend four weeks in Swaziland, but budget constraints enabled only twenty two working days to be spent on the assignment which commenced on March 11, 1992 and ended with the departure of the Consultant on April 4, 1992.

Following the Terms of Reference, this final report:

- "(i) articulates MHTD's Mission Statement based on input from participants at the conference¹ and subsequent detailed consultations (with the senior staff of MHTD and relevant central Ministries);
- (ii) presents alternative draft organizational structures for the MHTD that might best enable the Ministry to achieve its goals and objectives; and
- (iii) outlines recommended "next steps" for operationalising the preceding two items."

Clearly this a strategic planning exercise and not one involving the preparation of operational guidelines which, as one of the next-steps, may require further assistance.

B. Background to the Report

This report brings together the conclusions emanating from the general consensus of the participants of the Workshop held at Pigg's Peak together with the findings from the discussions held with key government officials a few days after the workshop and comments received from participants of a meeting² held to discuss the draft final report prepared by the Consultant and dated March 28, 1992. For information, Appendix 1 lists the persons met by the Consultant and Appendix 2 lists the participants at the Workshop and at the meeting that reviewed the draft report.

¹ Workshop held at Protea Hotel, Pigg's Peak on March 16, 17 and 18.

² In National Housing Board: Board Room, Hbabane, on March 31, 1992.

The Workshop was conducted on the basis of an approach which gathered together key senior managers of the new Ministry and its attached agencies plus others from related Ministries. Participants included representatives from:

- (i) the Ministry itself;
- (ii) the government departments transferred from other Ministries, specifically the Townships Administration from Tinkhundla and the Physical Planning Division formerly of the Ministry of Natural Resources;
- (iii) senior officials of the attached agencies comprising the National Housing Board, the Water and Sewerage Board, the Fire Service and the Town Councils of Mbabane and Manzini;
- (iv) the head of the Project Coordination Unit for the forthcoming Urban and Industrial Infrastructure Project;
- (v) other concerned Ministries comprising the Ministry of Labour and Public Service, the Ministry of Economic Planning and the Ministry of Commerce and Industry; and
- (vi) officials and consultants from USAID.

The Ministry of Finance were invited and did not attend, but there was no invitation to representatives from the housing finance and banking sectors -- an unfortunate omission. Finally the Minister of Housing and Township Development was unable to attend because of prior commitments overseas and the opening remarks were read for him by the acting Minister, the Minister of Broadcasting, Information and Tourism.

Formal proceedings of the three-day-workshop started with presentations of the broad mission statements of each constituent department and attached agency of the MHTD¹. Proceedings followed a consistent format under which major topics were presented to the group en-mass, from which five separate sub-groups were formed to further discuss the issues and to return to the main group in plenary session with the presentation of their findings. During the plenary sessions lively discussions took place and a general consensus was obtained regarding each topic. Four such sessions were undertaken and these were concerned with:

- (i) issues and problem areas affecting the Ministry;
- (ii) policy issues;
- (iii) the development of a mission statement; and
- (iv) the outline of organizational values for the new Ministry.

¹ Each department and agency attended with the exception of the Human Settlements Authority, whose Director was on leave.

II. THE MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT

A. Legislative Background

The Ministry was set up under a Legal Notice, "The Establishment of the Parliament of Swaziland Order, 1978 -- the Assignment of Responsibilities to Ministers Notice, 1991" dated 6 December 1991. This notice revoked the provisions of the 1985 Ministers Notice and it assigned responsibilities to each of the seventeen Ministerial Offices of Government. MHTD was assigned seven responsibilities:

- (i) housing and human settlements;
- (ii) physical and town planning;
- (iii) water and sewerage;
- (iv) rents;
- (v) land for residential purposes;
- (vi) urban governments; and
- (vii) fire and emergency services.

A subsequent clarificatory notice from the Prime Minister and dated 24 January 1992, sorted out the anomaly regarding the responsibility for land whereby urban land matters were placed under the jurisdiction of MHTD, while those for other land remained with the Ministry of Natural Resources.

B. Establishment and Staffing

On the basis of documentation prepared in support of the 1992/93 budget estimates, the MHTD has an approved establishment⁴ of 313 positions which represented a 24% increase over the 253 for the 1991/92 financial year.⁵ Besides these, there are some 384 approved positions within the Water and Sewerage Board which is attached to the MHTD, but under a separate budget head. The breakdown of the establishment positions by grade for the MHTD proper and the Water Board is shown in Table 1.

Staff positions in the Ministry proper amount to 85 in total which are broken down as follows: 5 in the Minister's Office, 18 in the Principal Secretary's Office, 7 in the Physical Planning Office, and 55 in the Townships Administration. The remaining 228 are in the Fire and Emergency Services dispersed into Mbabane Fire Station (35), Manzini Fire Station (34), Training Wing (6), Headquarters and Transport (26), Lobamba Fire Station (29), Nhlanguano Fire Station (36), Siteki Fire Station (37) and Matsapha Fire Station (25). The staff of the Water Board comprise: 22 in the Director's Office, 29 in Finance and Accounts, 6 in the Office of

⁴ This comprises the Minister's Office, the Principal Secretary's Office, Physical Planning, Townships Administration and the Fire and Emergency Services. It does not include the establishments of the Town Councils, the Water and Sewerage Board nor the National Housing Board.

⁵ Establishment Register -- Supporting the estimates of Public Expenditure for the financial year 1992/93, Swaziland Government.

the Assistant Director (Technical), 9 in the Survey Section, 6 in the Operations and Maintenance Laboratory, 26 in the Mechanical Workshop, 16 in the Electrical Section, 11 in the Static Plant, 37 in Operations and Maintenance (Water Supply) Mbabane, 4 in the Lobamba Waterworks, 3 in the Malkerns Waterworks, 11 in Pigg's Peak Waterworks, 6 in Mankayne Waterworks, 45 in Manzini Water Supply, 29 in Lubombo Waterworks, 28 in Nhlangano Water Supply, 8 in Hlatikhulu Water Supply, 13 for the Mbabane Sewerage System, 9 for the Manzini Sewerage System, 42 in Water and Sewerage Works Construction, 7 in the Billing Office in Mbabane, 8 in the Billing Office in Manzini and 8 in Ngwenya Waterworks.

Table 1: 1992/93 Establishment for MHTD and the Water Board

Grade	NUMBER OF STAFF	
	Ministry	Water Board
27	1	-
26	1	-
24	2	1
23	1	-
22	1	3
21	2	1
20	6	10
19	2	5
18	16	5
17	3	13
16	21	14
15	5	16
14	176	29
13	1	9
12	4	24
11	-	7
10	12	61
9	10	66
8	7	18
7	9	-
6	3	69
5	7	15
4	15	14
3	2	2
2	5	2
Ungraded	1	-
Total	313	384

Source: See note 3/

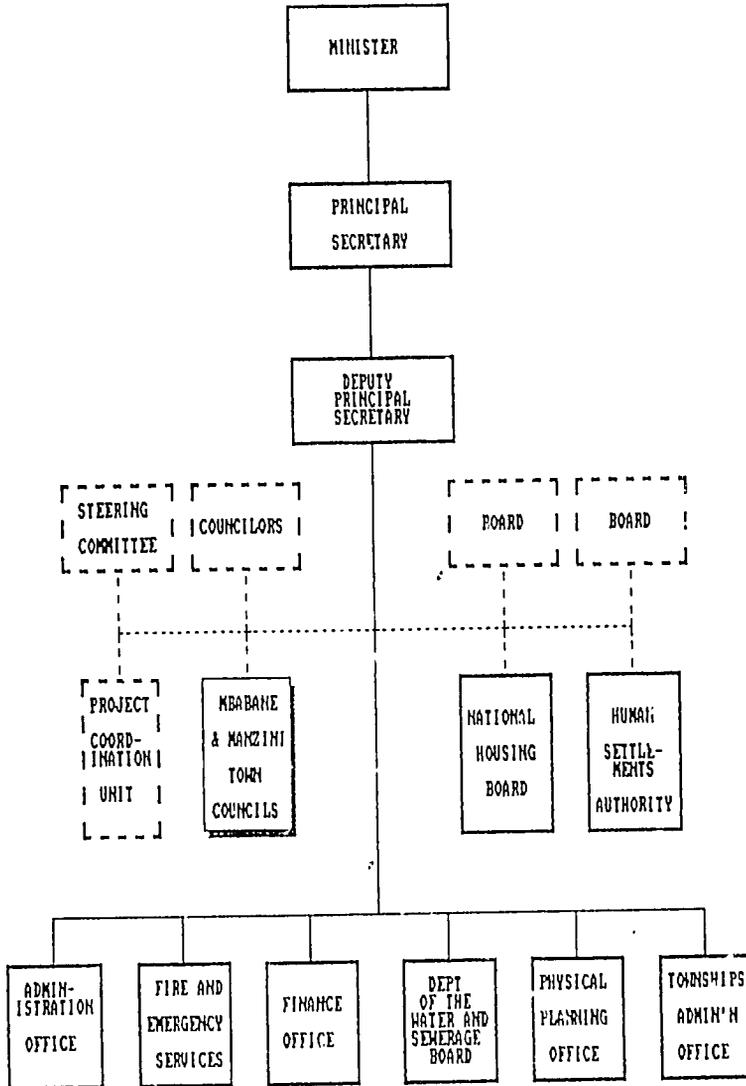
As at March 1, 1992 there were 11 vacancies in the Ministry proper of which 7 were senior/professional positions (grade 15 and above) and 43 in the Water Board, 8 of which were at a senior/professional level.

C. Current Organization

The Ministry is currently organized along departmental lines with vertical differentiation by division of labour and horizontal differentiation according to function and location. Figure 1 presents the current organizational structure for the Ministry, Figure 2 details that of the Water and Sewerage Board and Figure 3 presents that of the Fire and Emergency Services. The structure of MHTD was inherited as a result of the amalgamation of the agencies and departments transferred from other Ministries and does not necessarily represent the planned structure.

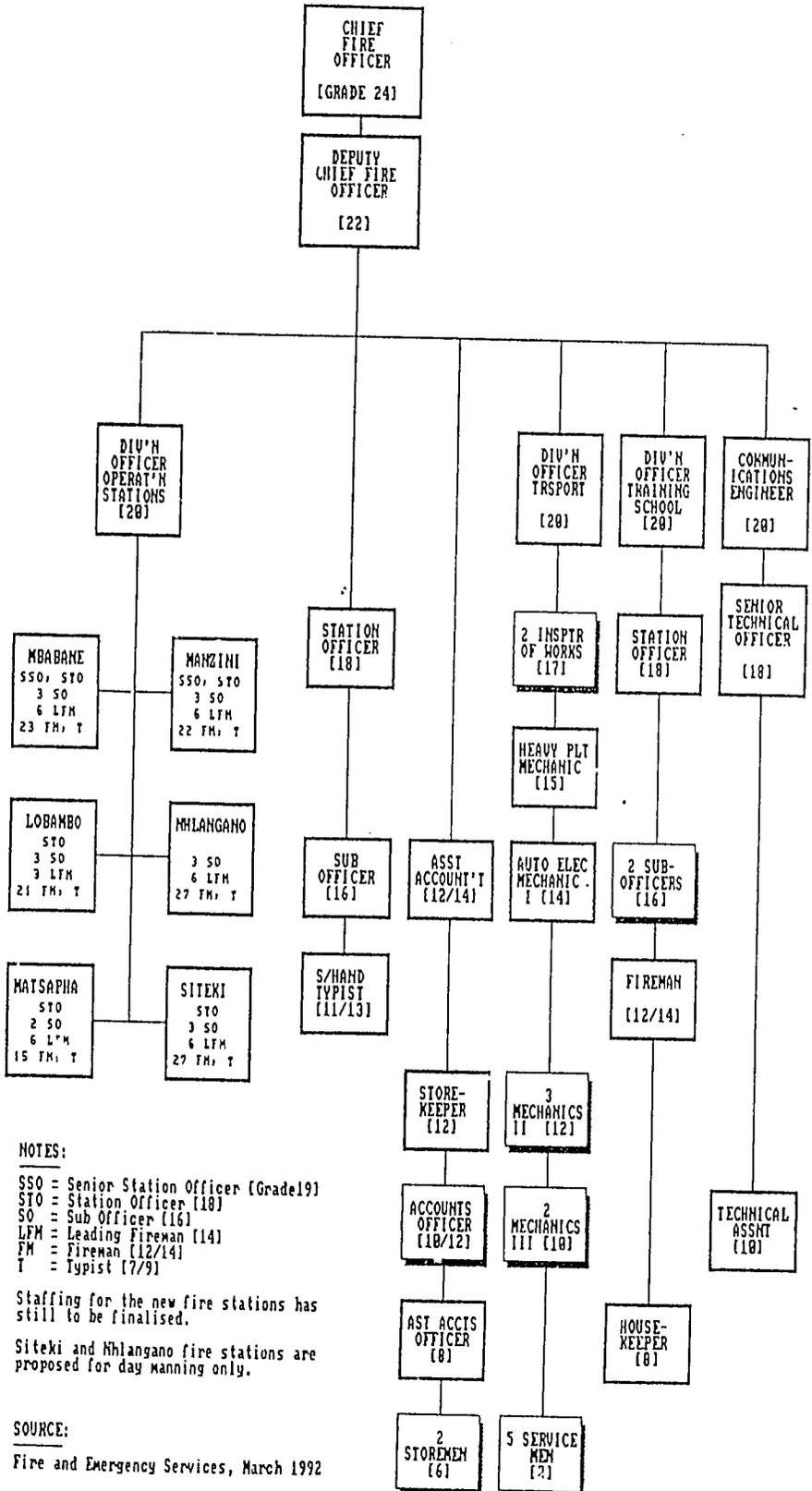
The Townships Administration currently is organized on a geographical basis with staff assigned within the four Regional Administrators' offices (Mbabane, Nhlanguano, Manzini and Siteki), at two plant and equipment depots at Siteki and Nhlanguano and the headquarters within the Tinkhundla office. The Fire and Emergency Services has headquarters, transport and training staff plus six regional fire stations, while the Water and Sewerage Board has a headquarters staff and others assigned amongst nine locations nationwide.

FIGURE 1: CURRENT ORGANISATIONAL STRUCTURE OF THE
MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT



SOURCE: MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT, MARCH 1992.

FIGURE 3: EXISTING ORGANISATIONAL CHART FOR THE FIRE AND EMERGENCY SERVICES



III. MISSION, OBJECTIVES AND POLICIES OF THE MINISTRY

The mission statement, objectives and policies outlined in this chapter have been derived from the proceedings of the Workshop held at Pigg's Peak and subsequent discussions with key officials. They represent the first consolidated attempt to document goals, objectives and policies for the Ministry and as such are draft statements which have yet to be finalised as official Ministerial policy.

A. Mission Statement

The Mission Statement was consolidated from five separate statements prepared by various groups at the Workshop. It reads:

"The Ministry of Housing and Township Development (MHTD) shall facilitate and co-ordinate urban development, housing and provision of utility and emergency services through its agencies and departments in co-operation with other government agencies, the private sector and the general public.

This shall be achieved through active public participation within the context of affordable development and due environmental considerations.

The Ministry and its agencies shall pursue its statutory obligations and develop an appropriate policy and legislative framework that takes account of public interest and resource constraints.

The Ministry will monitor and ensure that all its agencies and departments are publicly accountable and operate in the most efficient and cost effective manner in pursuit of their objectives and programmes for the social and economic benefit of the people of Swaziland."

B. Management Objectives

Management by objectives (MBO) is one of many approaches that have been utilised to integrate individual and group goals with overall organizational goals. MBO attempts to structure this relationship by involving all levels of management in the goal-setting process under which each manager works with subordinates to establish goals and specific action plans for their accomplishment. Since the early 1950's many private sector organizations have adopted management by objectives programmes, but only more recently have such exercises been attempted by public sector agencies. The Workshop reflects the start of the process for the MHTD, albeit from the perspective of top management only. Nevertheless it is understood that this process will be extended over time.

Precise objectives for the MHTD were not formulated at the Workshop but through discussions with key staff in the Ministry and top managers of the attached agencies and by an analysis of the

some sixteen broad issues facing the MHTD as identified during the Workshop, the following objectives have been drafted for consideration:

1. Role of the Ministry

To facilitate and coordinate urban development, housing and provision of utility and emergency services, MHTD shall take the lead role in the sector and accomplish this within the context of the following principles whereby it aims:

- (i) to follow the principle of subsidiarity⁶;
- (ii) to encourage greater autonomy for the Town Councils; and
- (iii) to ensure that relations with the parastatals allow adequate autonomy.

2. Legislative Reform and Development

To review and clarify the legislative framework for all agencies within the MHTD, particularly with regard to:

- (i) the status of the Human Settlements Authority and the regulatory framework for housing and urban development including the enabling legislation for the approval and control of private townships;
- (ii) developing the necessary legal framework that conforms with Ministerial policy;
- (iii) update existing legislation including national building codes and the public health act;
- (iv) improve the system of land use zoning control and to institutionalize the process of the preparation of town plans and their regular updating;
- (v) improve municipal law enforcement by the local authorities; and
- (vi) resolve the conflict over land management between regional and local authorities.

3. Ministry Administration

Internal processes within the MHTD shall be governed by the need to:

- (i) install effective management information systems including those for internal coordination of activities;
- (ii) set up clearly identifiable local government and housing sections within the MHTD;
- (iii) establish a separate budget head for the Fire and Emergency Services under the MHTD; and
- (iv) improve inter government coordination including that of public utility operations within the towns.

⁶ that all government functions be performed at the lowest level at which they can effectively and efficiently be carried out.

4. Management Objectives

Management objectives within the MHTD itself can be stated as:

- (i) to set up an effective management system whereby administrative responsibilities are devolved;
- (ii) to set priorities for the initial establishment and future growth of the organization within the current resource constraints of government;
- (iii) to derive and effect a performance monitoring system for all departments and attached agencies and their branches;
- (iv) to set manpower training priorities and devise suitable programmes;
- (v) to staff agencies with adequately qualified specialists and professional managers; and
- (vi) to set-up an effective forward planning capability.

5. Compliance with Existing Legislation

To enforce the departments and attached agencies to comply with existing legislation, particularly:

- (i) to support the election of Town Councilors in order to improve accountability of the local authorities;
- (ii) to ensure that government agencies comply with planning and building regulations and legislation such as the Building Act and approved Structure Plans;
- (iii) to better enforce zoning regulations;
- (iv) to complete existing and develop new townships according to approved plans and standards; and
- (v) to insist that government departments pay for utilities consumed, particularly for water supply and the payment of rates.

6. Land Administration

To facilitate the release of land as the corner stone of an effective housing and urban development policy through:

- (i) the improvement of the system for the release of crown land for development;
- (ii) the regulation of the land and property market;
- (iii) the clarification of the precise responsibilities within the Ministry for urban land;
- (iv) the possible incorporation of Swazi national land into the urban development process; and
- (v) the promotion of an effective land administration system within the Ministry.

7. Informal Settlement Management

To target as a high priority a programme that:

- (i) features the development and implementation of schemes for informal settlements including the preparation of

- physical development and action plans for their upgrading; and
- (ii) improves the management of peri-urban areas through the process of guided land development to prevent the spread of unplanned development.

8. Housing Policy Objectives

To update and revise the draft housing policy prepared in 1987 and to secure its approval as government policy. The policy aims to:

- (i) identify the prime beneficiaries and outline the means of government intervention;
- (ii) provide guidance on subsidies in low-income housing;
- (iii) recommend on affordable standards;
- (iv) set priorities in government intervention towards the low-income group; and
- (v) cover all other aspects of housing production, regulation and finance, including government employee housing.

9. Cost Recovery and Pricing Policy Objectives

MHTD, through its attached agencies, aims to implement programmes and projects that encompass:

- (i) the principle of full cost recovery from development projects;
- (ii) the commercial pricing of the products and services provided by the parastatals;
- (iii) market valuation and pricing of land; and
- (iv) economic rentals for existing housing units.

10. Development and Mortgage Finance

For MHTD, through a set of policies implemented by its executing agencies, to encourage the implementation of joint ventures with the private sector to foster urban development and increase the supply of housing. Where necessary the MHTD aims to:

- (i) formulate a package of measures and incentives to encourage further private sector participation in housing development;
- (ii) improve mechanisms for the mobilisation of resources for development projects; and
- (iii) examine the potential for joint ventures.

11. Local Government Finances

The key objectives for MHTD and the local governments are to:

- (i) broaden the revenue base of the Town Councils;
- (ii) improve the efficiency of all collections including that of the rates;
- (iii) develop clear guidelines and procedures for grant financing of local government activities by central

- government;
- (iv) ensure that service agencies and local governments allocate sufficient funds for the routine and periodic maintenance of municipal infrastructure; and
 - (vi) examine the potential for the issuance of municipal bonds.

12. Regional and Local Development Planning

MHTD aims to:

- (i) set up a system of classification of urban centres based on size, functions and other measures of urbanisation;
- (ii) define the procedures for the designation and establishment of Cities, Town Councils and Town Boards for the administration of urban settlements;
- (iii) prepare a spatial regional development policy to accompany a national physical development plan; and
- (iv) introduce research and development activities, particularly into housing production methods.

13. Physical and Social Infrastructure Development

This group covers:

- (i) programme type objectives to encourage project design on the basis of affordable development standards;
- (ii) to plan for the development of adequate community facilities within housing projects and to facilitate their construction by other government entities;
- (iii) to develop a construction supervision capacity for smaller towns; and
- (v) to encourage the adequate development of smaller urban centres.

14. Urban Environment

Although, the Ministry is not primarily responsible for these matters, environmental objectives are key elements of its programmes and MHTD aims to ensure that it and its attached agencies would execute environmentally sound projects that encourage protection and conservation.

15. Enterprise Development

MHTD targets to encourage its attached agencies to support programmes that promote small business development in urban areas, particularly the informal variety.

16. Service to the Public

Finally MHTD and its attached agencies aim to:

- (i) adopt a business like approach with the public;
- (ii) foster a favourable public image based upon transparency and responsiveness to the public;

- (iii) encourage citizen participation in all aspects of development; and
- (iv) develop formal channels through which interest groups can raise concerns.

C. Policy Statements

From the discussions of the major issues of concern to the Ministry, which have been rephrased into the major objectives, specific policy areas have been identified and grouped into seven major policy arenas. These have been derived from the recommendations arrived at by the participants at the Workshop, and on this basis the general policy for MHTD would be as follows:

1. General Ministerial Policies and Procedures

The MHTD will provide a service to the public, encourage open government through a transparency of its operations, foster local accountability through elected councilors, adopt firm lines of communication between the Ministry, local governments and the parastatals, and actively encourage citizen participation in planning and decision making. The Ministry will adopt a programme of manpower development and training at all levels within its departments and attached agencies. It will mandate the preparation of corporate plans for all attached agencies, will make periodic reporting mandated tasks and will institutionalise a system for the monitoring and evaluation of performance against selected indicators. Finally it is Ministerial policy to facilitate the privatisation of parastatals attached to the Ministry over the long-term and where possible to privatise certain municipal services in the medium-term.

2. Coordination Aspects

MHTD will ensure that its departments and agencies coordinate infrastructure planning, design and construction, and will take the lead in the coordination of disaster relief whenever necessary.

3. Housing Policy

National housing policy will be based on the principles of affordable development standards, cost recovery, replicability and the maximum participation of the private sector. MHTD shall act as a facilitator and provide the policy framework for private sector involvement in the production and financing of housing. Government's efforts will be focussed towards an identified target group that constitutes the urban poor.

The approach towards the informal settlements will be to upgrade them whenever possible and guide future development in an orderly manner. This shall involve providing infrastructure and services to levels that are afforded by the residents and giving them the opportunity of purchasing the lots they occupy.

Government involvement in the direct production of housing units will be reduced over time as the private sector increase their activity in this area, initially through joint ventures. Housing will be developed on the basis of full cost recovery and policies on subsidies will be examined with a view towards their elimination.

The Ministry will assist government in defining its policy on public sector (employee) housing and current rental levels and lease policies will be reviewed and revised within the context of market pricing and actual operating costs. MHTD is committed to negotiate with community groups in order to reach a consensus on the best course of action for such properties.

The Ministry, through its agencies shall enforce physical development standards in all private townships. However existing building codes and subdivision development standards and regulations will be reviewed and revised with the objective of permitting the construction of affordable low-income residential subdivisions and lower cost houses.

4. Urban Government Policy

MHTD will create the proper institutional structure for the application of subsidiarity -- that all government functions be performed at the lowest level at which they can be efficiently and effectively carried out. A local government financial policy document will be prepared that will examine and recommend on the future revenue base for Town Councils and Boards. It shall be the aim of the Ministry to encourage manpower and staff development programmes for all departments and attached agencies.

5. Regional and Local Government

MHTD will prepare an urban policy document that defines government's approach to municipal services provision, the privatisation of these services, classification of urban settlements, strategies for growth, the allocation of resources and the need for the preparation of structure plans. It is the objective of government to encourage development throughout the country and MHTD shall, with the Ministry of Economic Planning, define spatial economic development policies for the regions and the urban areas. The Ministry shall actively encourage the promotion of urban informal business activities. Infrastructure and building standards will be reviewed within the context of their affordability and the resource constraints of government. Policies for the provision of urban transport facilities and services will be prepared.

6. Land Policy

It shall be MHTD policy to release crown land for development in such a manner that an effective urban development strategy is conformed to and policies regarding land acquisition will be prepared. The Ministry will endeavor to negotiate the release of Swazi nation land and will develop policies and guidelines to

encourage the productive use of private lands. Although government shall regulate the land and property market, it will intervene only when necessary and ensure that private sector activity is encouraged. Pricing policies will be established for crown land that ensure a positive return to the government and take account of market realities but recognise the social needs of the low-income group. Finally policies relating to plot utilisation will be formulated.

7. Financial Policies

MHTD's policy for urban development is for full cost recovery whether through tariff rates, rent levels or pricing of housing and municipal services provision. The Ministry will support projects and programmes that are designed on the basis of prices and rates that ensure full cost recovery and are afforded by the target beneficiaries, particularly those whose incomes are below that of the fiftieth percentile of the urban income distribution. A policy document also will be prepared on the means of financing urban development.

IV. THE ORGANIZATIONAL COMPONENTS

Within the present organizational structure of MHTD, there are certain commitments that have been made, agreed upon and scheduled for implementation. Primarily these relate to the roles, functions and organization charts for the attached agencies, the Water and Sewerage Board and the Fire and Emergency Services. But they also relate to the specific functions assigned to the Physical Planning Branch and the Townships Administration within the Ministry, and with the arrangements made regarding the status of the Project Coordination Unit.

A. The Parastatals and Other Agencies

At present there are three attached agencies to MHTD which have been set up as corporate entities under their own enabling Acts of Parliament. These are: (i) National Housing Board (NHB) -- set up under the National Housing Board Act, 1988; (ii) Mbabane Town Council; and (iii) Manzini Town Council. Both Councils operate under the Local Government Act, 1969. These entities report to their own Boards, or in the case of the Town Councils to appointed Councilors, have their own organizational structures and establishment positions. In addition the Human Settlements Authority (HSA) and the Fire and Emergency Services were also set up under their own legislation⁷, but are not corporate entities as such.

1. National Housing Board

NHB is the major project implementing arm of government for housing development and functions as a contractor for delivery, focussing on land development on a self-financing basis. Through its enabling legislation and from its draft mission statement, NHB is seen as the production arm of the MHTD, but it also administers a substantial rental housing portfolio, largely by virtue of assuming projects of the former Industrial Housing Company.

The current organizational structure of NHB is along functional lines with a Finance Division separated into Accounting and Treasury and Financial Affairs Departments, an Administrative Office, an Estate Management Division subdivided into two geographical districts and a Project Development Division comprising a Plan Preparation and Implementation Department and a Sales and Customers Department. A General Manager undertakes the day-to-day management and reports to Board of nine members, eight private individuals appointed by the Minister and one representative of the Ministry of Finance (MOF), but which has no provision for local government representation.

A mission statement and corporate plan currently are under preparation and in its initial form the draft mission statement

⁷ Human Settlements Authority Act, 1988, and the National Fire and Emergency Services Order, 1975.

indicates that the NHB would facilitate the provision of affordable housing to the lower and middle-income group on a basis of full cost recovery, undertake housing schemes on behalf of Government, ensure the availability of mortgage financing and assist in the formulation of a national housing policy. The NHB aims to accomplish its mission in conjunction with the private sector.

Whilst the emphasis on the private sector and the production of affordable housing is laudable, NHB cannot and should not be involved in the mortgage market -- it can only facilitate the availability of such finance through arrangements with the Swaziland Building Society, Swaziland Savings and Development Bank, commercial banks and other financial entities. In the final statement, its role solely as a developer needs to be emphasised more and a statement on the future of the rental housing stock ought to be included in view of its likely cost and administrative implications. Clear policy directions are needed regarding the identification of its target market, the type and concept to be adopted for plot and housing developments and the role of self-help activities in the programme. Priority areas for NHB are seen as:

- (i) the development of shelter projects that target a selling price on the basis of full cost recovery of about E45,000 or below;
- (ii) encouragement of further private sector involvement in housing production;
- (iii) review of policies towards the construction of rented accommodation;
- (iv) the disposal of the existing rented housing stock;
- (v) research and development into suitable low-cost materials;
- (vi) completion of unfinished housing projects of the former Housing Branch^o; and
- (vii) the need to review and amend the enabling legislation in view of deficiencies, contradictions and overlaps with other institutions.

No significant organizational changes are envisaged in the near future.

2. Town Councils of Mbabane and Manzini

The country is covered by 10 Tinkhundla and four regions supervised by Regional Administrators. These fall under the jurisdiction of the Prime Minister's Office and are not under the MHTD. The Urban Government Act, 1969 - allows the declaration of Municipalities and Towns. Mbabane and Manzini now are Municipalities governed by Town Councils and eight areas have been declared towns and administered under Town Boards -- Matsapha,

^o The Housing Branch (formerly in the Ministry of Interior) and the Industrial Housing Corporation (IHC) ceased to exist with the reorganisation under the national housing policy. HSA was mandated to take over policy-related responsibilities of the Housing Branch while the NHB took over functions, assets and liabilities of IHC and the implementing responsibilities of the Housing Branch.

Nhlangano, Siteki, Hlatikhulu, Pigg's Peak, Mankayane, Lavumisa and Vuvulane. The Town Councils are responsible for health and welfare of citizens and they have a primary role in upgrading and maintaining physical infrastructure and assuring local needs are met and addressed by those entities responsible. All Councils and most Town Boards⁹ are administered by the MHTD and the Minister has extensive supervisory powers including those to enforce performance of duties and to dissolve a council under certain circumstances.

Both Mbabane and Manzini Town Council are organized along functional lines with a Town Clerk reporting to the Council supported by a Town Engineer, a Town Treasurer, a Clerk to the Council and a Chief Health Inspector. Proposals have been made in a recent study¹⁰ to retain but expand the basic departmental structure and reporting relationships which would involve the creation by 1995/96 of two new departments -- Personnel Department and Town Planning/Community Development Department. These recommendations await formal approval but discussions indicate that they have been agreed in principle, by the Councils. One key aspect of the consultants' study relates to the proposed delegation of the powers regarding the local governments' role as planning authorities for their designated areas. This would apply to the areas within the town boundaries which themselves were recommended for extension to include the suburban areas and peri-urban land. The adoption of these proposals would give the Town Councils responsibility for all infrastructure and physical development within their boundaries and they would be mandated to produce urban development plans that would include land use zoning plans. The report suggests that the Human Settlements Authority should give up its responsibility for the Town Council areas. These recommendations have been taken into account in the Ministerial organizational structure.

3. Human Settlements Authority (HSA)

The main objective of the HSA is to assist government in formulating policy relating to human settlements and uphold and give effect to such policy to ensure the orderly development of existing and future urban and rural settlements. HSA was set up under Human Settlement Authority Act, 1988 and consists of six members who are private individuals and five public officials who do not have voting rights. HSA is mandated to approve in writing all new "human settlements", "housing schemes" or "private housing schemes" before development can take place. Broadly the HSA has two functions:

- (i) national policy formulation for shelter and human settlements; and
- (ii) development regulation covering approval of all land use plans including township proposals.

⁹ Matsapha, the country's major industrial area, is under a Town Board which is responsible to the Ministry of Industry, Commerce and Tourism.

¹⁰ Urban Infrastructure Project: Review of Townships Administration and Town Councils, DEVCO Technical and Managerial Services, Draft Final Report, February 1992.

A latter Bill, the Human Settlements Authority Bill of 1991, ready for presentation to Cabinet, proposes to repeal and replace the previous 1988 Act. Its main proposals include increasing the membership of the Board and extending its functions, including the regulation of the programmes of the NHB.

The main responsibilities of HSA concerning policy, planning and monitoring of shelter activities, for programming resources within the shelter sector and for ensuring that housing is accorded an adequate share of national resources conflict with roles normally expected of a Ministry. Recognising this duplication, the GOS has proposed that technical assistance is provided to examine the roles and responsibilities of HSA in view of the establishment of MHTD and the functions of the Town Councils. Pending the outcome of this review, it is suggested that the 1991 HSA Bill be deferred.

Without prejudicing the outcome of this work, it is clear that the MHTD needs a regulatory arm to legally empower it to enforce plans and to set standards for and approve township and subdivision developments. Under the present legal set up, this function falls under HSA. However, in the interest of efficiency, it would be desirable for MHTD to provide a secretariat from within and not have HSA set up its own establishment. Because of the regulatory role, there is a strong case for the revision of the composition of the Board of the HSA. Members should be mainly professional people with experience of urban development and consideration ought to be given to including representatives from the Water and Sewerage Board, the Electricity Board, Public Works and Construction and Transport and Communication.

The policy making functions of the HSA, its role in establishing a finance mechanism for shelter and infrastructure, the preparation of standards for land, shelter and infrastructure, and research and development are felt to be more appropriately undertaken by MHTD itself. This has been taken into account when designing the proposed organizational structure for the Ministry.

B. Water and Sewerage Board

The Water and Sewerage Board which has responsibility for urban water supply and sewerage services is under a separate budget head but functionally it is a department within the MHTD. However, legislation¹¹ is currently being considered in this session of Parliament to set up a Water Services Corporation, a fully fledged parastatal attached to the MHTD that will take over the functions of the Board. According to the officials of the Water and Sewerage Board, it is likely that, at the latest the Corporation, will be operational by September 1993, but it could be earlier.

¹¹ The Water Services Corporation Bill, 1991.

The proposals for the changes emanated from a study of the Water and Sewerage Board conducted in 1990¹² and its recommendations have largely been accepted by government. The Water Services Corporation is proposed to have a Chairman appointed by the Minister of MHTD with membership comprising the Managing Director, two Principal Secretaries (Finance and Housing and Township Development) and three other non public persons with experience in water-related service, commerce, industry, agriculture or administration. The Managing Director would be supported by three departmental heads covering Technical, Finance and Support Services. The finance director would be supported by four managers -- chief accountant, commercial manager, financial accountant and audit manager; the technical director by three -- new works manager, operations manager and scientific services manager; while the support services director by four -- transport manager, purchasing manager, computer controller and the administration and public relations manager. Appendix 3 presents the proposed organizational chart.

Since the Corporation will fall outside the departmental structure of the Ministry, because the current organizational structure is to be retained until its transformation into a corporation, and because the proposed organization changes associated with the formation of the corporation have been agreed in principle, no further comments are made.

C. Fire and Emergency Services

The Fire and Emergency Services are organised on the basis of functions and the principle of decentralisation. The Service operates from five full-time fire stations with a sixth at Matsapha ready for operations during the second quarter of 1992. Of the total establishment of 228 personnel 203 are uniformed members with the remaining 25 civilian employees. The total numbers include the 25 members of staff who will be assigned to the new fire station at Matsapha. Currently there are some 24 vacancies within the establishment, the majority of whom are at the lowest levels.

One further comment relates to the request of the Fire and Emergency Services to operate under a separate budget head within the MHTD. This is justified on the basis that:

- (i) it was set up as a uniformed disciplined service under its own legislation;
- (ii) under the present administrative arrangements, the Chief Fire Officer cannot officially reprimand subordinates or suspend them from duty, since he is not classed as a head of a department -- this would change if the Service became a separate budget head which would grant the Chief Fire Officer full authority over his men;
- (iii) it would reduce the administrative burden upon the MHTD;
- (iv) the operations of the Service are so different from the

¹² Swaziland Water and Sewerage Board Organization and Management Study, Hecox Water Authority, May 1990.

- others of the Ministry, that it warrants special treatment; and
- (iv) it would be in a better position to liaise with other agencies, enabling direct linkages to be made with them.

D. Ministerial Departments

Following the establishment laid out in support of the 1992/93 budget, there are four departments within the Ministry:

- (i) the Minister's Office;
- (ii) Principal Secretary's Office within which the financial and administration personnel are located, together with the Director of Human Settlements;
- (iii) Physical Planning; and
- (iv) Townships Administration.

1. Physical Planning Branch (PPB)

The PPB has four main functions;

- (i) to carry out the responsibilities of Town Councils and Town Boards regarding granting building permission as defined under the Town Planning Act and Housing Act;
- (ii) to prepare structure plans and development codes for towns governed by Town Councils and Town Boards;
- (iii) to prepare regional and national physical plans and those for areas outside towns which warrant particular attention; and
- (iv) acts as a Secretariat for the Human Settlements Authority regarding its approval of subdivision (township) plans.

In essence the PPB undertakes the town planning function for local governments who do not have qualified planning staff.

2. Townships Administration

The department is responsible for administering the affairs of all towns with the exception of Mbabane and Manzini, and has three main areas of concern:

- (i) infrastructure development and maintenance;
- (ii) financial supervision, including property taxes; and
- (iii) liaison between central and local government -- serving as an adviser concerning finance, legislation and administration.

It operates through two construction and other technical services units. The former are centered around plant and equipment depots, one at Siteki covering the northern areas and the other at Nhlangano for the south, the personnel of which develop and maintain municipal infrastructure within Town Board areas and construct infrastructure in proclaimed government townships. The technical units, with personnel located in the offices of the

Regional Administrators¹³ , have responsibilities for identifying infrastructure development and maintenance needs and the control and supervision of the implementation of building regulations.

E. Project Coordination Unit

The Government of Swaziland is preparing an urban development and industrial expansion project to address urban growth and related infrastructure requirements in the Mbabane-Matsapha-Manzini corridor. A number of government ministries and agencies are involved in the project but the key implementing institutions are the Town Councils of Mbabane and Manzini, the Water and Sewerage Board and the National Housing Board. External funding for the project is from the World Bank and KFW. Coordination and supervision is through a Project Steering Committee which is supported by a Project Coordination Unit set up within the MHTD. The unit is a project related one and its staff are outside the establishment of the Ministry.

F. Significance

The consultant has been informed that, for the time being the existing organizational structures of the parastatals and the Town Councils, together with that of the Fire and Emergency Services, will be maintained pending the implementation of proposals made in recent in-depth studies by consultants. Any changes therein are considered to be beyond the scope of this report. The importance of these agencies, however, concerns the functions mandated to them as the executing arms of the Ministry.

¹³ Within the head office in Mbabane for Mhohho, at Mhlangano for Shiselweni, at Manzini for Manzini and at Bitaki for Lubombo.

VI. THE ORGANIZATIONAL ALTERNATIVES AND RECOMMENDATIONS

A. Guiding Principles

General consensus is that the Ministry should have a minimal staff complement and take into consideration the impending resource constraints of the government. Key guiding principles that were followed when designing the structure of MHTD were:

- (i) it should be a facilitator and a coordinator of urban development and housing -- its attached agencies and the private sector will implement;
- (ii) the principal of subsidiarity regarding the Town Councils and the parastatals should be adhered to;
- (iii) the duplication of functions within the Ministry and between it and others should be avoided;
- (iv) staff numbers should be minimised with priority given within resource constraints to professionals and specialists rather than building up a large administrative establishment;
- (v) be responsible for urban governments;
- (vi) be designed on the basis of functions assigned rather than around personalities;
- (vii) be open and accessible to the public; and
- (viii) the establishment of clear responsibility levels that encourage real delegation of authority amongst staff.

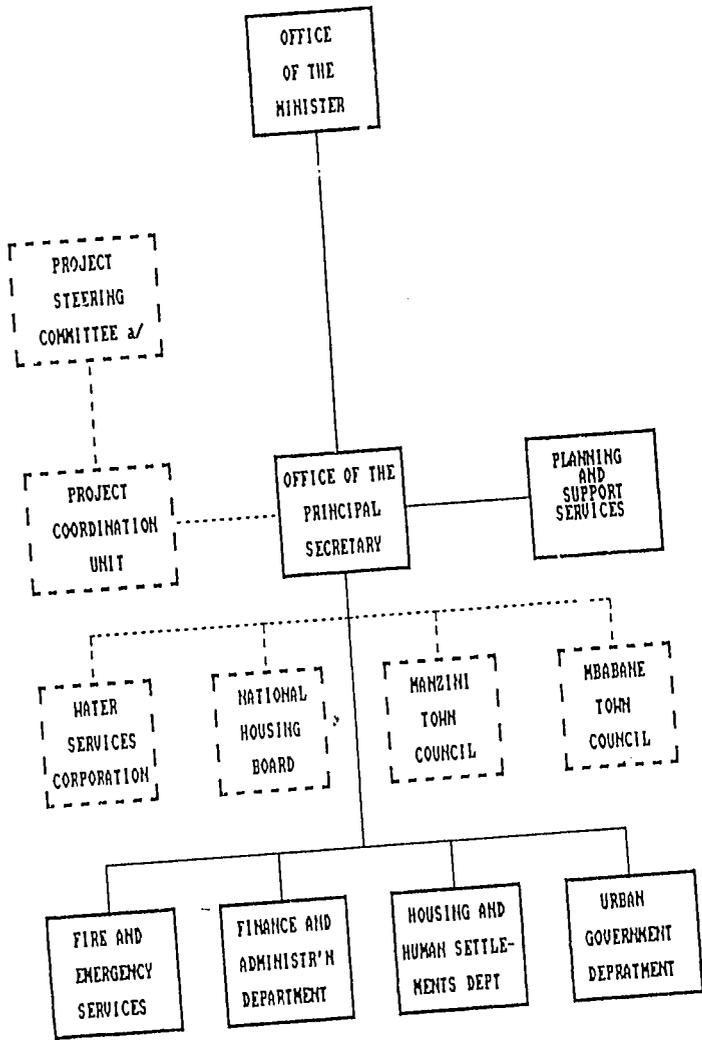
B. Alternative Configurations and Functions

From the Mission Statement, the objectives, policy arenas and major institutional realities concerning the attached agencies, there are probably only a few basic organizational configurations that offer the most potential for MHTD. There are, of course, many ways of grouping sections or responsibility centres in various combinations, including those resulting from decentralisation. But a more practical approach was adopted under which two basic structures were formulated, discussions amongst senior management indicated which was the most appropriate, and the detailed structure within the preferred option was developed. The two alternatives comprised:

- (i) an organization based upon broad functional areas covering urban government, housing, finance, administration and support services, and fire and emergency services; and
- (ii) one based on a more clearly defined division between operations and staff functions comprising fewer departments but more sections.

Both have their merits. Figures 4 and 5 present outlines of the alternative structures.

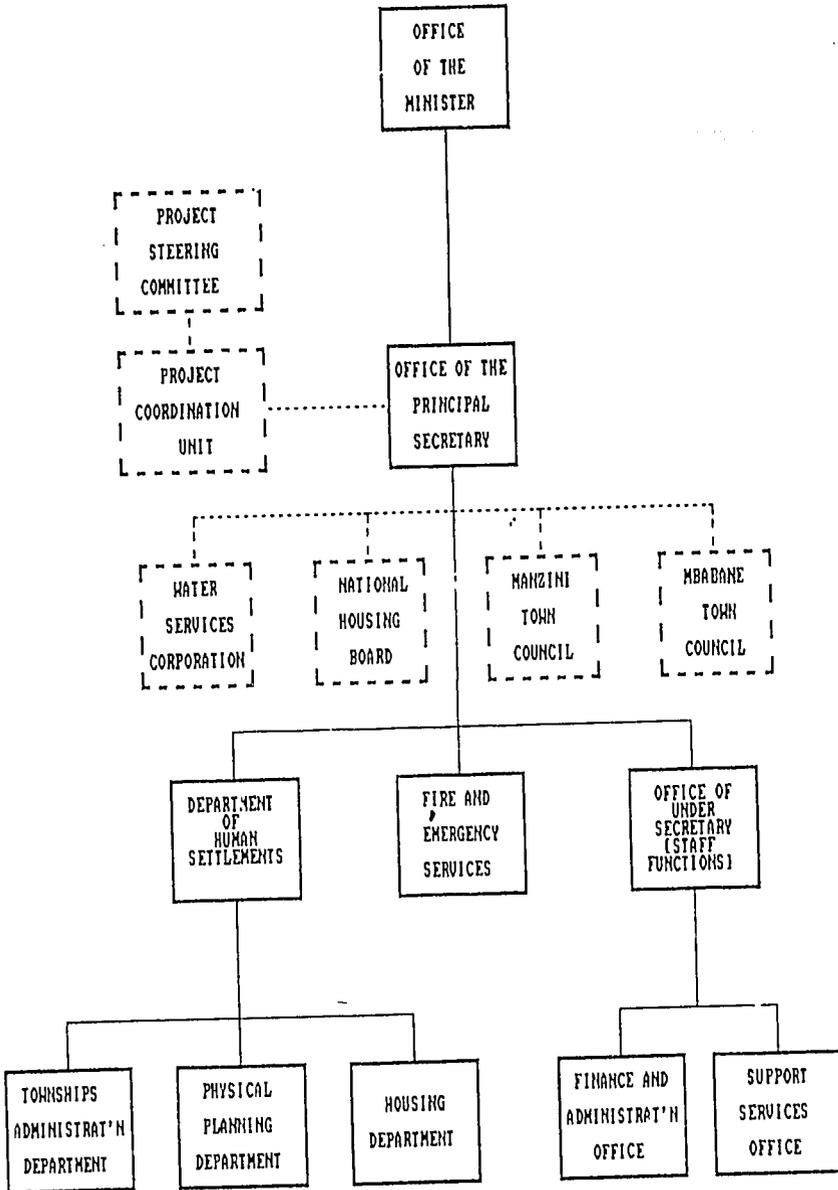
FIGURE 4: PROPOSED ORGANISATIONAL STRUCTURE OF THE MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT - ALTERNATIVE 1



NOTES:
a/

Chaired by the Principal Secretary.
Parastatals and the Town Councils are not part of the MHTD establishment; they report to their Boards or Councilors. For MHTD reporting purposes they report to the Principal Secretary through the responsible departments.
Establishment of MHTD.

FIGURE 5: PROPOSED ORGANISATIONAL STRUCTURE OF THE MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT - ALTERNATIVE 2



C. Recommended Organizational Structure and Functions

1. The Organizational Structure Proposed

Alternative I, presented as Figure 4, evolved through discussions with senior staff and representatives of associated agencies. It was confirmed by the Minister and his Deputy Principal Secretary and has been adopted as the preferred outline. In general the structure:

- (i) reflects the main operational areas of the Ministry;
- (ii) it does not require both a Deputy Principal Secretary and an Undersecretary; and
- (-iii) with the placement of qualified specialists and professionals, particularly in the Office of the Principal Secretary, it strengthens its role as policy maker and coordinator of housing and urban development throughout the country.

a. Overall Structure

The basic structure proposed shows an office of the Minister; the office of the Principal Secretary with a Planning and Support Services Unit attached and a direct link from the Project Coordination Unit; the Fire and Emergency Services; and three departments: Finance and Administration under an Under Secretary, Housing and Human Settlements, and Urban Government. The organizational structures for each office are set out in Figures 6, 7, 8, 9 and 10.

A total staff complement of 126 as opposed to the current level of 85¹⁴ is proposed. Nevertheless this figure includes estimates of the staffing complement of the municipal technical and construction units of the Department of Urban Government which have been made on the basis of provisional figures supplied by the Townships Engineer. This staffing complement should be reviewed and possibly revised within the context of likely operations when a more detailed work programme has been established. The current and proposed establishments are shown in detail in Table 2 on page 34 for the MHTD excluding the Fire and Emergency Services.

¹⁴ 1992/93 Establishment Register excluding the Fire and Emergency Services.

FIGURE 6: PROPOSED ORGANISATIONAL STRUCTURE FOR THE OFFICES OF THE MINISTER AND THE PRINCIPAL SECRETARY

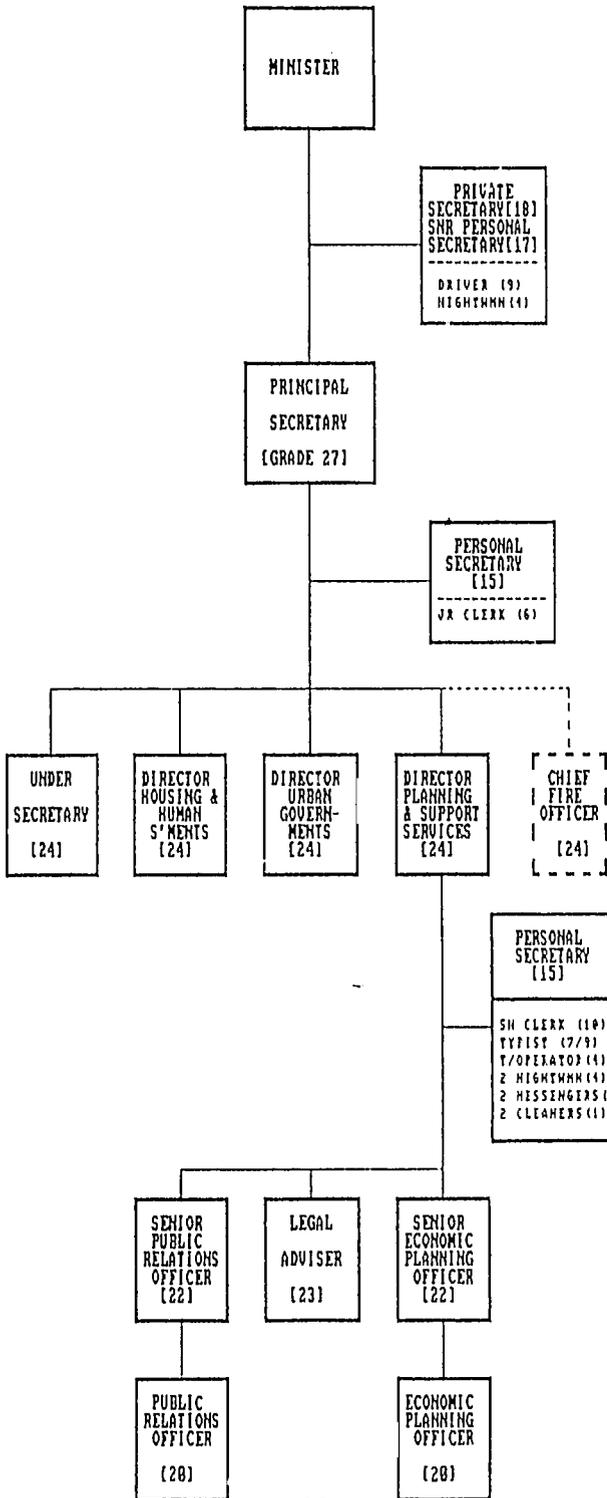


FIGURE 7: PROPOSED ORGANISATIONAL STRUCTURE OF THE OFFICE OF THE UNDERSECRETARY FOR FINANCE AND ADMINISTRATION

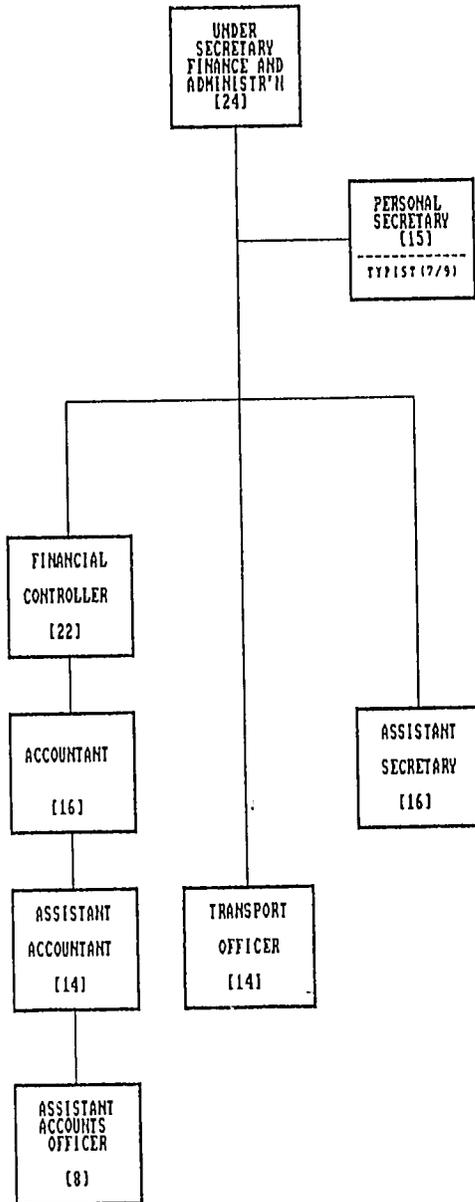
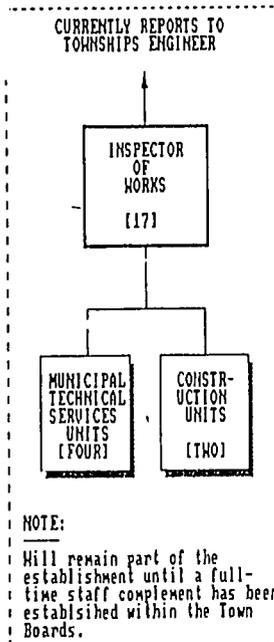
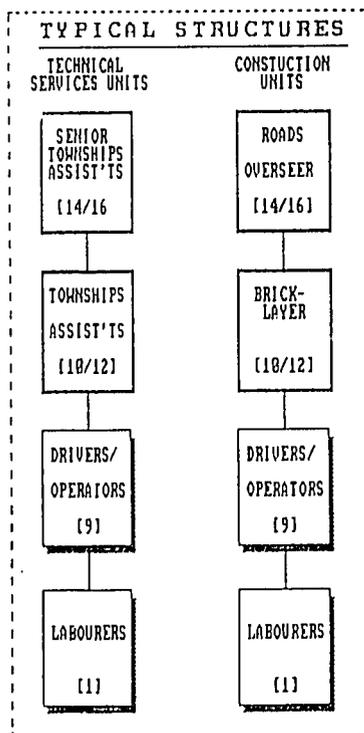
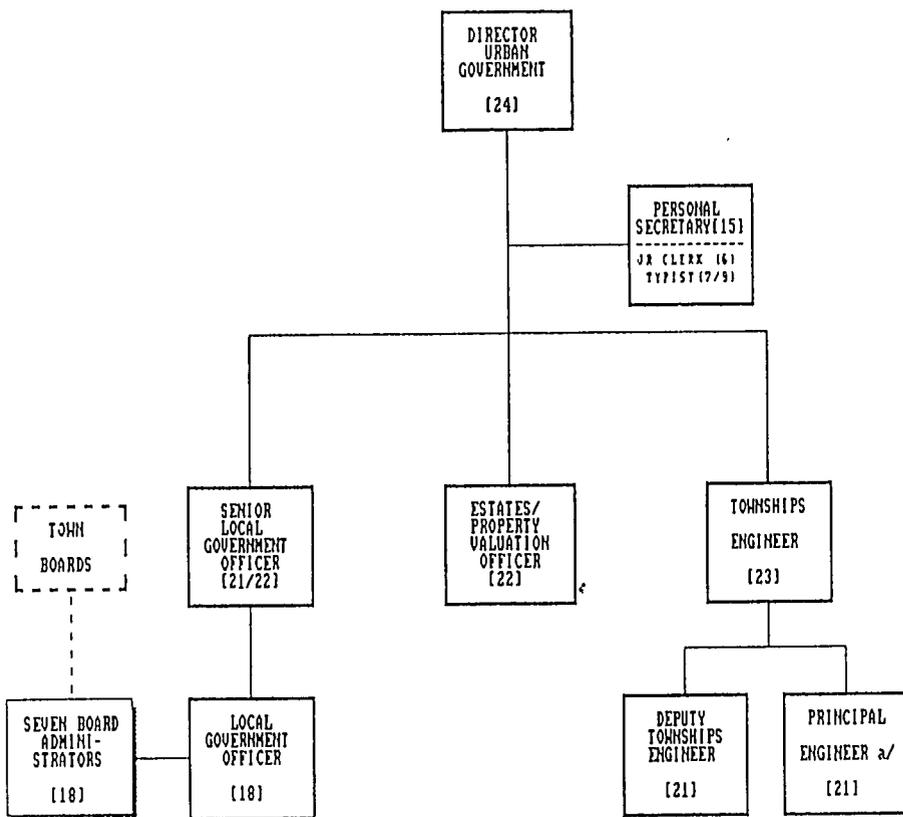


FIGURE 8: PROPOSED ORGANISATIONAL STRUCTURE OF THE OFFICE OF THE DIRECTOR OF URBAN GOVERNMENT



NOTE:

Will remain part of the establishment until a full-time staff complement has been established within the Town Boards.

NOTE: a/ Position created to place the Principal Engineer from the Project Coordination Unit.

FIGURE 9: PROPOSED ORGANISATIONAL STRUCTURE OF THE OFFICE OF THE DIRECTOR OF HOUSING AND HUMAN SETTLEMENTS

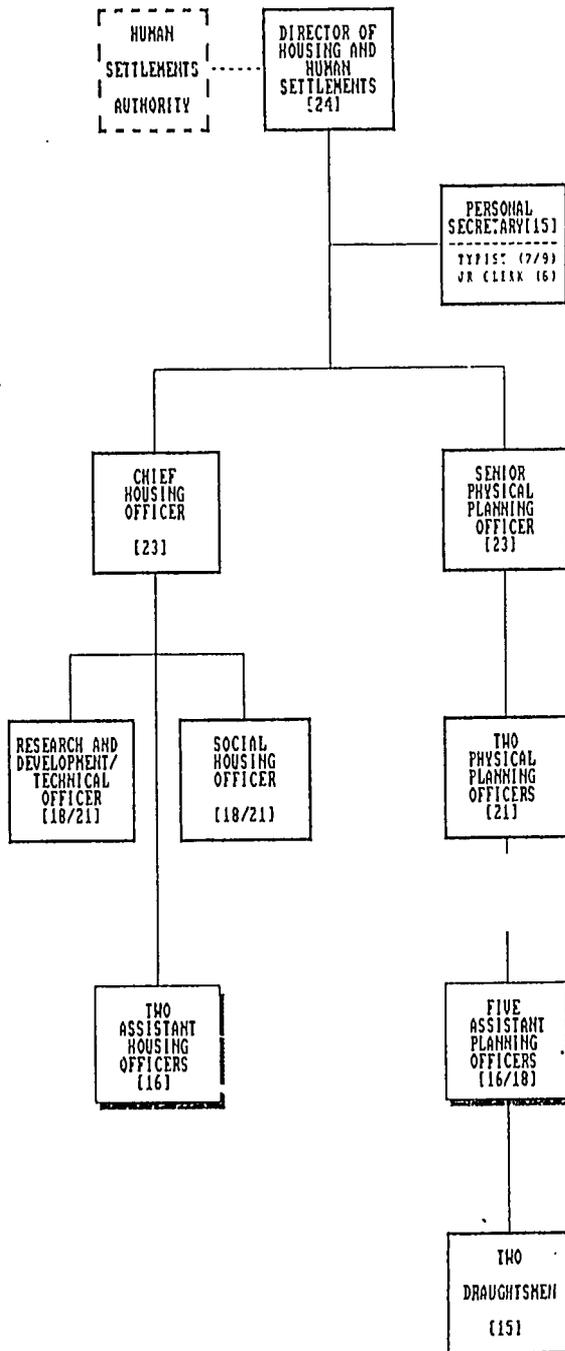
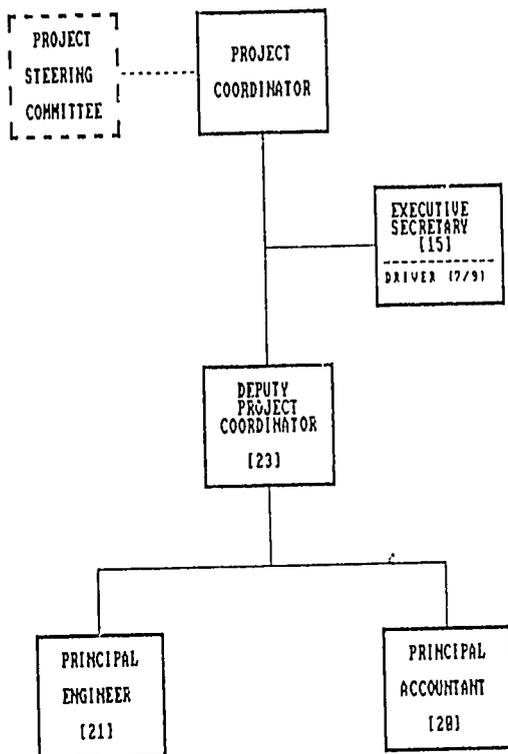


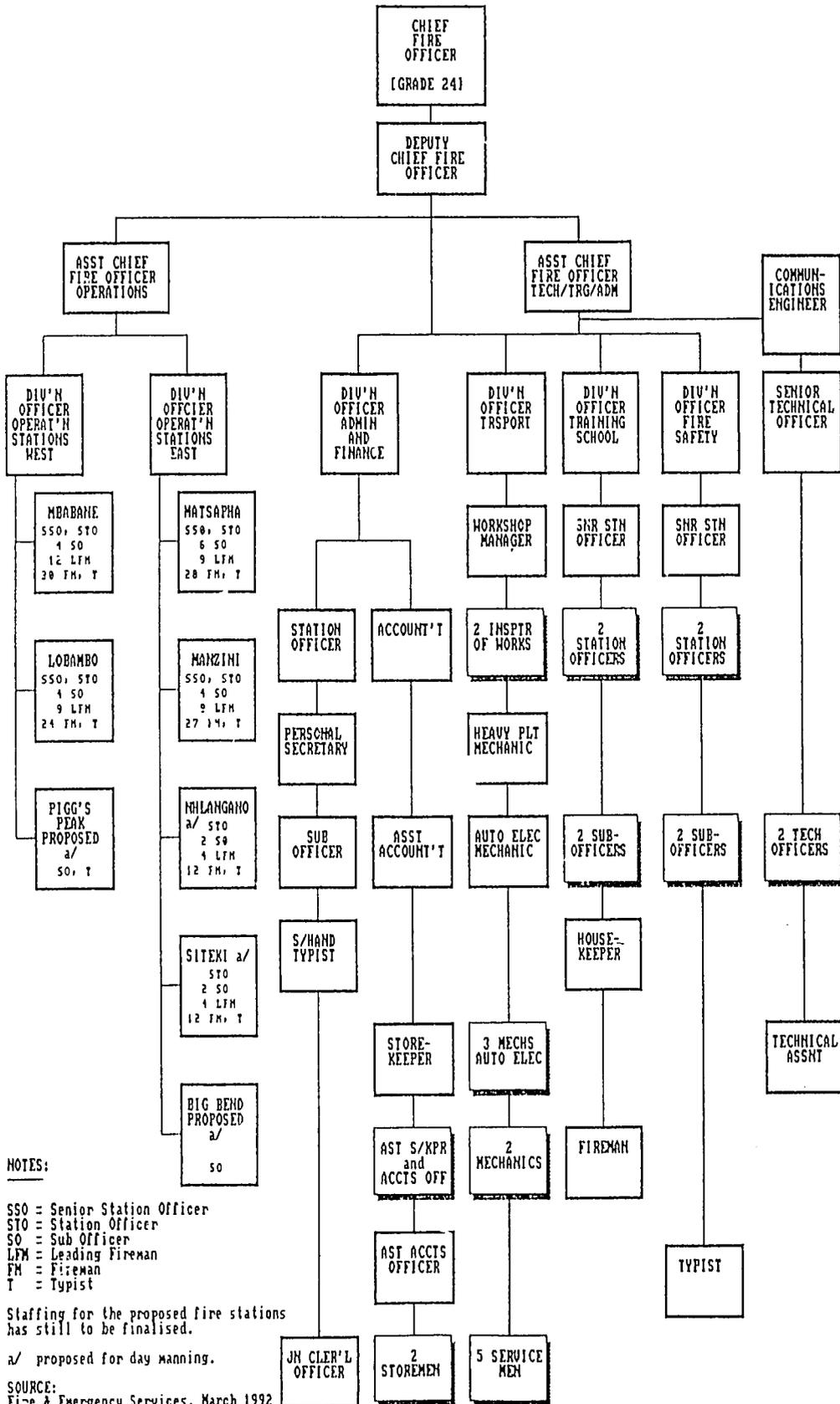
FIGURE 10: PROPOSED ORGANISATIONAL STRUCTURE OF THE PROJECT COORDINATION UNIT



NOTES:

1. The Project Coordination Unit is not part of the permanent establishment, but is a project based unit.
2. The Project Steering Committee is chaired by the Principal Secretary of the Ministry of Housing and Township Development.

FIGURE 11: PROPOSED ORGANISATIONAL STRUCTURE FOR THE FIRE AND EMERGENCY SERVICES



NOTES:

- SSO = Senior Station Officer
- STO = Station Officer
- SO = Sub Officer
- LFM = Leading Fireman
- FM = Fireman
- T = Typist

Staffing for the proposed fire stations has still to be finalised.

a/ proposed for day manning.

SOURCE:
Fire & Emergency Services, March 1992

Table 2: Existing and Proposed Establishment Positions for MHTD a/

Department/Position	Grade	01.04.92	Proposed
MINISTER'S OFFICE:			
Minister	-	1	1
Private Secretary to the Minister	18	1	1
Senior Personal Secretary	17	1	1
Chauffeur	9	1	1
Nightwatchman	4	1	1
PRINCIPAL SECRETARY'S OFFICE:			
Principal Secretary	27	1	1
Deputy Principal Secretary	26	1	-
Undersecretary	24	-	1
Director Housing/Human Settlements	24	1	1
Director Urban Governments	24	-	1
Director of Planning and Support Services	24	-	1
Legal Adviser	23	-	1
Senior Public Relations Officer	22	-	1
Senior Economic Planning Officer	22	-	1
Public Relations Officer	20	1	1
Economic Planning Officer	20	1	1
Personal Secretary	15	1	1
Senior Clerical Officer	10	1	1
Typist	7/9	1	1
Junior Clerical Officer	6	1	1
Telephone Operator	4	-	1
Nightwatchman	4	-	2
Messenger	3	2	2
Cleaners	1	-	2
OFFICE OF THE UNDERSECRETARY FOR FINANCE AND ADMINISTRATION:			
Financial Controller	22	1	1
Assistant Secretary	16	1	1
Accountant	16	1	1
Personal Secretary	15	1	1
Assistant Accountant	14	1	1
Transport Officer	14	-	1
Assistant Accounts Officer	8	1	1
Typist	7/9	-	1
OFFICE OF THE DIRECTOR OF URBAN GOVERNMENT:			
Townships Engineer	23	1	1
Senior Local Government Officer	21/22	-	1
Estate/Property Valuation Officer	22	-	1
Deputy Townships Engineer	21	-	1
Principal Engineer b/	21	-	-
Local Government Officer	18	1	1
Board Administrator	18	-	7
Inspector of Works	17	1	1
Personal Secretary	15	-	1
Assistant Accountant	12/14	1	-
Roads Overseer	14/16	3	2
Senior Townships Assistant c/	14/16	-	7

Table 2: Existing and Proposed Establishment Positions (Continued)

Department/Position	Grade	01.04.92	Proposed
Land Supervisor	14	5	-
Townships Assistant c/	10/12	-	7
Accounts Officer	10	1	-
Driver-Operator	10	5	12
Builder III (Bricklayer/Mason)	10	1	2
Land Ranger	7	9	-
Driver	7/9	1	-
Typist	7/9	-	1
Abattoir Attendant	8	4	7
Junior Clerical Officer	6	1	1
Tractor Driver	5	7	7
Steward/Caretaker	4	4	4
Nightwatchman	4	10	10
OFFICE OF THE DIRECTOR OF HOUSING AND HUMAN SETTLEMENTS:			
Senior Physical Planning Officer	23	1	1
Chief Housing Officer	23	-	1
Physical Planning Officer	21	1	2
Research and Development Officer	18/21	-	1
Social Housing Officer	18/21	-	1
Assistant Planning Officer	16/18	4	5
Assistant Housing Officer	16/18	-	2
Personal Secretary	15	1	1
Draughtsman I	15	1	2
Typist	7/9	-	1
Junior Clerical Officer	6	1	1
SUB-TOTAL		35	126
PROJECT COORDINATION UNIT: d/			
Project Coordinator	-	-	1
Deputy Project Coordinator	23	-	1
Principal Engineer	21	-	1
Principal Accountant	20	-	1
Personal Secretary	15	-	1
Driver	7/9	-	1
TOTAL		85	132

Notes:

- a/ The establishment figures do not include the Fire and Emergency Services.
- b/ This position has been reserved in the establishment for the Principal Engineer working in the Project Coordination Unit.
- c/ The positions of Land Supervisor and Land Ranger have been abolished and new positions of Senior Townships Assistant and Townships Assistant have been proposed as replacements. Both positions are at higher grades since the tasks involved warrant more experienced staff.
- d/ At present the temporary unit is not part of the establishment and will be funded through the proceeds of the project.

b. Fire and Emergency Services

The present organizational structure is patterned on the basis of a headquarters complex at Mbabane comprising the training school, mechanical workshop, the communications section and the town fire station, and five other separate fire stations. General opinion is that there appears to be no further need for the rationalization of the organizational structure at this stage. However it is likely that because of the proposals to expand operations and improve the coverage of services offered, a management study by experts may be necessary. This would include the review of the organizational and staffing proposals based on an assessment of functions and the likely future work-load, the formulation of proposals regarding the financing of the service, particularly concerning the balance between local and national sources of funds, and the establishment of an effective management information system and its automation.

Two new fire stations are proposed for Pigg's Peak and Big Bend and once completed, they will require manning. Current proposals of the Service also envisage the day-time manning of two stations (Siteki and Nhlanguano) which will reduce staff numbers, once difficulties regarding allowances are worked out with Management Services Division (MSD). The displaced leading firemen and firemen would be reassigned to other stations where the work-load is expected to increase. The Service also proposes that Lobamba and Matsapha fire stations be headed by a Senior Station Officer and an additional Station Officer added to most stations. On this basis the total staff complement within the six existing fire stations is expected to increase from 199 at present to 220. Staffing levels for the two new fire stations have yet to be ascertained, although they will be on day manning only.

With the anticipated increasing work load, the Service proposes to create two new senior positions, both Assistant Chief Fire Officers, one for operations and the other for administration, technical and training aspects. Also the two new fire stations have created the need to split overall operational responsibility between two persons rather than one as at present. An additional Divisional Operations Officer is proposed by the Service.

The administrative workload too is expected to increase and a Divisional Officer for administration and finance has been proposed together with a Personal Secretary for the Chief Fire Officer. Minor adjustments concerning the upgrading of the accounting staff would be necessary as a result of the increased size of the Service and proposals have also been made for two further posts, one in the Training School (Senior Station Officer) to enable the head to be more free to gain further hands-on experience and the other a Workshop Manager within the Transport Division. Other new support staff positions proposed by the Service comprise two technical officers, an auto-electric mechanic and a storekeeper. One further proposal of the Service relates to the setting up and staffing of a Fire Safety (Prevention) Division. With these changes, the proposed organizational chart proposed by the Fire and Emergency Services is shown as Figure 11.

2. Functions of the Committees and Ministerial Departments

a. Management Committee

In order to coordinate the activities of the different departments and attached agencies, it is recommended that a Management Committee be set up through which policies and procedures can be reviewed and general discussions held. Two Committees are suggested: (i) the internal Ministry Management Committee comprising the Minister as Chairman, the Principal Secretary, the Under Secretary for Finance and Administration, the Director of Housing and Human Settlements, the Director of Urban Governments, the Chief Fire Officer and the Director of Planning and Support Services -- this Committee should meet weekly and would be concerned with day-to-day management and policy matters affecting the Ministry proper and its programmes and be responsible for ensuring internal coordination and consistency between ministerial departments; and (ii) a full Committee comprising the members of the first committee plus the Managing Director of the Water Services Corporation¹⁵, the Town Clerks of Mbabane and Manzini Town Councils and the General Manager of the National Housing Board -- this Committee would meet regularly on a monthly basis, or more frequently should matters arise.

Although the decision to recommend the active participation of the Minister in the Committee meetings is not in conformity with current practice, in this case, because of the nature of problems in the sector, such participation would be beneficial and productive.

b. Planning and Support Services to the Principal Secretary

The main function of the group will be to coordinate and provide support services to the Minister and his subordinates; more specifically:

Ministerial Planning and Project Development:

- (i) provides forward planning services;
- (ii) provides economic and financial advisory services;
- (iii) undertakes the economic and financial evaluation of projects and programmes;
- (iv) prepares regular monitoring reports of the activities of the Ministry and its attached agencies against targets;
- (v) advises on the computerisation of the Ministry;
- (vi) assists the Department of Urban Government to monitor the financial activities of the local governments; and
- (vii) assists the Department of Housing and Human Settlements to establish and maintain a data bank for housing and urban development.

¹⁵ Until the Corporation is legally established, the Director of the Water and Sewerage Board, as a Department Head would be a member of the Committee.

- (viii) identifies future projects for development by the Ministry and its attached agencies;
- (ix) facilitates the preliminary feasibility studies of these projects, including the technical aspects and the arrangements for their implementation and financing; and
- (x) undertakes special projects as directed by the Minister.

Legal Advisory:

In consultation with other Government Lawyers:

- (i) provides legal advisory services to the Minister and his subordinates;
- (ii) prepares drafts of new and/or amended legislation on matters concerning housing, urban governments and urban development, including its regulation;
- (iii) drafts rules, regulations and orders concerning housing, urban governments and urban development; and
- (iv) prepares documentation needed on the transfer of land.

Public Relations:

- (i) liaise with the general public;
- (ii) provides public education on housing and urban development.
- (iii) undertakes public relations activities for the Ministry; and
- (iv) prepares press releases for and handle all contacts with the media;

c. Finance and Administration Department

The Department will undertake the day-to-day financial and administrative functions of the Ministry and its head, the Undersecretary, will advise the Minister on all matters pertaining to the financing and administration of the Ministry; more specifically the responsibilities are as follows:

Finance and Accounting Section:

- (i) manages the financial affairs of the Ministry;
- (ii) controls all funds entrusted to the Ministry;
- (iii) maintains the accounting records;
- (iv) prepares the annual budget for the Ministry;
- (v) prepares periodic financial statements;
- (vi) manages the disbursements of grant funds to the Town Board areas for maintenance and capital developments; and
- (vii) produces regular financial reports.

Administration (Additional Secretary):

- (i) administers personnel policies and procedures of the Ministry;
- (ii) updates the establishment plan;
- (iii) identifies policy for and undertakes staff development and training;

- (iv) establishes and maintains the personal records system for the Ministry; and
- (v) ensures the adequacy of materials and supplies for the operations of the Ministry.

Transport:

- (i) manages the transport requirements of the Ministry; and
- (ii) undertakes all arrangements for travel of the staff of the Ministry.

d. Department of Urban Government

The Department Director will advise the Minister on all matters pertaining to urban governments, in consultation with the staff of the Town Councils, and undertake on behalf of the Town Board the construction and maintenance of municipal infrastructure; more specific responsibilities are:

Local Government Section:

- (i) monitors and supervises the affairs of the urban governments, including their financial activities;
- (ii) prepares policies regarding the operations of urban governments in the country;
- (iii) institutionalises the establishment of Town Boards/Councils to carry out day-to-day administrative matters in urban areas of the country;
- (iv) formulates and undertakes a training programme for urban government personnel;
- (v) assists with the introduction of land and property rating systems in the urban areas; and
- (vi) provides an administrator for each Town Board area.

Townships Engineer:

- (i) advises the Minister on technical matters pertaining to urban land development;
- (ii) administers and coordinates the provision of physical and social infrastructure by government agencies in urban areas;
- (iii) facilitates the construction of infrastructure in proclaimed government townships;
- (iv) institutes mechanisms for upgrading municipal services within Town Board areas;
- (v) provides technical opinions regarding building applications;
- (vi) through the two construction units, designs, develops and supervises the maintenance of municipal infrastructure facilities;
- (vii) through the regional technical services units undertakes or facilitates solid waste management, runs the abattoirs within townships, undertakes road maintenance, street lighting and infrastructure extensions; and
- (ix) manages and maintains the plant and equipment located within the depots of the construction units.

Land and Property Valuation:

- (i) assists the Ministry, its attached agencies and the Town Boards with the valuation and pricing of land needed for development projects;
- (ii) updates land and property values for Town Board areas; and
- (iii) monitors rent levels for land and properties within the urban areas.

e. Department of Housing and Human Settlements

The main function of the Department is to advise the Minister on all matters pertaining to housing covering production, regulation and finance including the community relations aspects, and on all matters relating to physical planning; more specifically:

Housing Office:

- (i) assists the Minister in formulating policy relating to housing and human settlements and upholds and gives effect to such policy;
- (ii) facilitates the provision of housing through the development of attainable strategies;
- (iii) advises on appropriate standards for the provision of land, shelter and infrastructure by public and private real estate developers;
- (iv) initiates research and development activities into housing and human settlements, including that regarding methods and materials of low-cost housing construction;
- (v) monitors the activities of housing agencies and their output including those of the private sector;
- (vi) establishes and maintains a data base for shelter and human settlements; and
- (vii) advises on community relations and development matters affecting the provision of shelter.

Physical Planning:

- (i) provides technical advice to government agencies, local authorities, private developers and the public on physical planning matters;
- (ii) prepares national, regional and local structure plans for areas outside the Town Boards;
- (iii) sets physical planning standards nationwide;
- (iv) undertakes the planning function on-behalf of Town Boards, including the preparation of structure and local land use zoning plans;
- (v) processes building applications on behalf of local governments; and
- (vi) provides technical support as required and serves as the secretariat to the Human Settlements Authority.

f. Project Coordination Unit

The main function of the Unit, which is under the administration of the Principal Secretary but reports to a multi-agency Steering Committee chaired by the Principal Secretary, is to coordinate and supervise the preparatory work for the proposed World Bank funded Urban and Infrastructure Development Project. It is a transitory body and is not part of the establishment. More specifically the unit:

- (i) coordinates and supervises the participating entities in project preparatory activities;
- (ii) ensures that all aspects of project preparation are adequately addressed;
- (iii) draws up proposals and terms of reference for future preparatory work;
- (iv) monitors progress of project preparation;
- (v) provides secretariat services to the Project Steering Committee;
- (vi) maintains records of all project related operations, including disbursements; and
- (vii) prepares and maintains project accounts and ensures their timely audit.

g. Fire and Emergency Services

The main functions of the Service can be described as to advise the Minister and undertake all matters pertaining to fire and emergency services nationwide; more specifically:

- (i) to fight, extinguish and prevent fire;
- (ii) to protect and save life and property; and
- (iii) to render other humanitarian services.

3. Roles, Functions and Staffing of the Construction and Municipal Technical Services Units within the Urban Government Department

These units, physically separated from the main headquarters are essentially an implementing arm of the MHTD. They provide services on behalf of the Town Councils and for areas outside the administrative responsibility of the Town Board and Council areas. The establishment numbers are provisional estimates and the final proposals will have to be worked out when more precise job descriptions and work plans have been prepared.

a. Construction Units

Two units are currently in operation and are proposed to be retained, until their functions and staff can be transferred to the Town Boards. The main function of these units, which are located at Siteki and Nhlanguano around plant and equipment depots, is to

maintain and develop municipal infrastructure mainly within Town Board areas. More precisely their personnel:

- (i) supervise the construction and maintenance of roads, pavements and storm-water drainage;
- (ii) construct and maintain municipal infrastructure;
- (iii) manage and maintain the plant and equipment depots; and
- (iv) operate and maintain plant and equipment owned by the unit.

Basic staffing of each unit comprises:

- (i) one Roads Overseer (Grade 14/16), essentially a construction supervisor working under the direction of the Township Engineer;
- (ii) one bricklayer or mason (grade 10/12) to undertake minor construction activities including laying of kerb stones;
- (iii) six drivers/operators (grade 9) -- one each for the front-end loader, road roller, grader and three tipper trucks; and
- (iv) several municipal labourers (grade 1) hired daily.

The total establishment as at April, 1992 and that proposed for the future operations of each unit are summarised in Table 3.

Table 3: Existing and Proposed Staffing of the Construction Units

Post	NORTHERN UNIT at Siteki		SOUTHERN UNIT at Nhlangano		TOTAL	
	Extng	Prpsd	Extng	Prpsd	Extng	Prpsd
Roads Overseer	1	1	2	a/ 1	3	2
Bricklayer	1	1	-	1	1	2
Driver Operator	2	6	3	6	5	12
Labourers b/	13	13	12	12	25	25
TOTAL	17	21	16	20	33	41

Sources: Townships Engineer, March 1992;
1992/93 Establishment Register, Swaziland
Government.

Notes: a/ One member located in Mbabane.
b/ Since these are on daily hire they do not
feature in the Establishment Register.

b. Municipal Technical Services Units

Separate units are proposed to be set up for each Town Board area, but for administrative purposes they are to be managed on a regional basis. It is intended that the staff of each unit would be stationed within the concerned towns. Falling under the supervision of the Townships Engineer, each unit:

- (i) undertakes the day-to-day administration and supervision of the maintenance of municipal infrastructure;
- (ii) assists with the processing of building applications, the enforcement of building permits and the identification of unauthorised development;
- (iii) runs the operations of the town abattoir and animal pound;
- (iv) undertakes refuse collection and disposal services;
- (v) liaise with other government agencies providing and operating municipal services within the town area;
- (vi) coordinates the work of the Construction Unit; and
- (vii) serves as the secretariat to the Town Board on technical matters.

Responsibilities cover seven Town Board areas¹⁶ and staffing levels are based upon uniform coverage within each. However it may be possible, with additional staffing, to serve Ngwenya which currently does not have a Town Board and Matsapha, which at present is under the jurisdiction of the Ministry of Commerce and Industry.

The basic staff complement for each town comprises:

- (i) Senior Township Assistant (grade 14/16) --- replaces the abolished post of Land Supervisor;
- (ii) Townships Assistant (grade 10/12) -- replaces the abolished post of Land Ranger;
- (iii) a tractor driver for refuse collection; (iv) an abattoir attendant; and
- (v) several labourers hired on a daily basis to carry out refuse collection and disposal and general maintenance of municipal infrastructure grass cutting grass.

¹⁶ Pigg's Peak in Mhohho; Mankayan in Manzini; Lavumisa, Nhlengano and Hlatikhulu in Shiselweni; and Vuvulane and Sitaki in Lubombo.

Table 4 summaries the existing establishment and that proposed.

Table 4: Existing and Proposed Establishment for the Technical Services Units

Post	Existing	Hhohho a/	Manzini b/	Shisel- weni c/	Lubombo d/	Total
Snr Townships						
Assistant	5	1	1	3	2	7
Townships						
Assistant	7	1	1	3	2	7
Driver/ Operator	5	1	1	3	2	7
Abattoir Attendant	4	1	1	3	2	7
Municipal Labourers e/	69	15	12	30	12	69
TOTAL	90	19	16	42	20	97

Notes: a/ Pigg's Peak.

b/ Mankayane.

c/ Lavumisa, Nhlangano and Hlatikhulu with 5, 16 and 9 labourers respectively.

d/ Vuvulane and Siteki; Siteki has 12 labourers, Vuvulane none since it is a new township.

e/ Since these are hired on a daily basis they do not feature in the Establishment Register.

Source: Townships Engineer, March 1992;
1992/93 Establishment Register, Swaziland Government.

V. THE NEXT STEPS/ACTION PLAN

A. Timetable for the Approval of Organizational Structure and Staffing Plan

The following timetable has been discussed with the concerned Ministries and agreement obtained in principle with the Management Services Division (MSD) of the Ministry of Labour and Public Service (MLPS). With over twenty new posts requiring appraisal, and other new Ministries also preparing proposals for evaluation, an intense work programme is in the pipeline. However with the commitment of the Minister and the rapid response of others, the timetable ought to be realised and the targets adhered to. To delay would be detrimental to the short-term goals of MHTD.

1. Approval of Outline Structure - Target Date April 15, 1992

Following the recommendations of this report, MHTD would prepare a final outline organizational structure for the Ministry complete with department briefs. This would be submitted to the MSD of the MLPS with a copy to the Public Budgeting Committee (PBC). Accompanying the submissions would be a note to indicate that the structure has been endorsed by the Minister and discussed with the concerned Ministries as evidenced by the consultations undertaken in arriving at the proposals made in this report.

2. MHTD to Develop Proposals for Staffing - Target Date May 15, 1992

Since this technical assistance assignment was primarily concerned with the goals, objectives and organization of the MHTD, it was beyond the scope of the terms of reference to prepare detailed job descriptions for the staff of the Ministry. This task should follow the approval in principle to the organizational structure and would involve the finalisation of a complete establishment plan (including firming up on the numbers support staff such as drivers, clerks, nightwatchmen and the precise compositions of the municipal technical services and construction units attached to the Department of Urban Government) along with writing the job descriptions for each staff position proposed and their recommended grading. This would be submitted to MSD for review.

3. MSD Review of Proposals and Negotiation with MHTD - Target Date for Completion July 15, 1992

According to MSD, the process would take about two months in view of the new positions proposed to be created within the Ministry. The review would be undertaken in May and June and negotiations between the concerned parties would take place in July. A final proposal should be ready by the middle of July.

4. MSD Submit Proposals for New Positions to Public Service Reconstruction Committee (PSRC) - Target Date for Completion July 31, 1992

All new positions in government have to be submitted to PSRC for review and approval of the grading structure proposed for each. This would be undertaken over a two week period. At the end of this process, the staffing and organizational structure of MHTD would be formally approved.

5. Incorporation into Budget or Supplemental Budget - Target Date September 15, 1993

Two avenues are possible:

- (i) approval through a Supplementary Budget; and
- (ii) approval for funding through the normal budgeting system.

In the first case, if Supplementary Budgets are still to be entertained, the most timely one would be in September 1992, thus enabling new positions to be staffed before the end of the financial year. In the latter case, new positions would only be funded from the next financial year 1993/94 commencing April 1993. Approval through a Supplemental Budget is recommended as the best course of action.

MHTD would prepare and cost the proposed structure and refer this to MLPS explaining the priority given by government towards the new Ministry and the need for urgent approval. By the middle of August the proposal would be submitted to the Ministry of Finance, after MLPS endorsement. In the latter part of August, MOF would call the PBC for discussions and if agreed, the proposal would be ready for inclusion into the next Supplementary Budget, probably early in September 1992.

6. MSD Releases Establish Circular - September 15, 1993

Upon incorporation and approval of the Supplementary Budget, MSD would release the Establishment Circular outlining the new posts created and MHTD would request the Civil Service Board to start recruitment procedures in mid-September.

B. Ministerial Actions

1. Consolidate all Departmental Personnel within one Building at the earliest possible time

MHTD is advised to move its staff into new premises at the earliest possible time. Locating staff into one building would help to unify an establishment formed through the consolidation of several diverse entities from different Ministries.

2. Automation of the Management Information System

The importance placed by MHTD on monitoring, reporting and coordination clearly points to the need for an effective management information system within the Ministry. It is suggested that priority be given towards its design on the basis of a fully computerised system with sufficient funds requested for the acquisition of the necessary expertise, computer hardware and software. Adequate internal reporting arrangements must be formulated and the system for reporting and monitoring the activities of the parastatals will need to be established.

3. Facilitate the Implementation of Consultants Proposals for Institutional Reform

Recommendations have been made for institutional reform and organizational changes concerning Town Councils, the Water and Sewerage Board and the Town Boards and studies are to take place regarding the role and functions of the Human Settlements Authority. Proposals made in the course of these studies should be finalised by the concerned agencies and MHTD, and action plans derived for their implementation. Active support by MHTD is required to ensure that the established targets are achieved.

4. Design a logo for the Ministry

To further the corporate image of the MHTD and to encourage the participation and commitment of its personnel, a competition to design the logo for the Ministry ought to be held. This would further foster collaboration and unification within the new Ministry.

C. Priority Policy and Operational Actions

There are perhaps five immediate areas that the MHTD can assist the sector and these are as follows:

1. Facilitate Actions Needed to Ensure the Supply of Housing that is Affordable to the Low and Middle-income Group

At present very little construction is taking place to produce houses and plots that are afforded by the low-income group, and by necessity the Swaziland Building Society is investing its funds in more upper-market ventures. Land is often quoted as one reason for the lack of development and it is strongly suggested that MHTD give priority towards facilitating the release of crown land and formulating policies towards land acquisition for development purposes.

2. Review and Approve a National Housing Policy Statement and Redirect Priorities for Government Intervention

The national housing policy of government needs review and refinement, particularly regarding the identification of the prime target area for government intervention. Redirecting the development activities of the NHB and encouraging the private

sector, perhaps through joint ventures, to develop houses that are afforded by households whose incomes fall below that of the median. Public construction of houses that are afforded by the upper-income group should cease.

3. Develop an Urban Development Policy Statement

In order to be able to rationally address the priority needs of the urban areas and to be able to direct public resources equitably, a base for action requires to be established. The preparation of an urban development policy statement would be the first step in this process and would provide guidance on approaches and directions for future government investment.

4. Prepare an Establishment Register for Town Boards and Promote the Hiring of Permanent Staff therein

To improve the provision of local services and to effectively manage the urban areas of Swaziland, proposals made for the full-time staffing of Town Boards must now be implemented at the earliest possible time. A minimum complement comprising a town manager, treasurer, municipal engineer, town planner, health inspector and personnel/administrative manager would be needed to cover the key areas of municipal operations and management. MHTD should take the lead in this activity.

5. Create a Forum for the Discussion of Housing Finance Issues

With the principal housing finance institutions outside the direct control of the Ministry, there is a need to set up a forum for the discussion of issues affecting the sector. Perhaps a Housing Finance Coordinating Committee could be established where the key participants would be the Ministry itself, the National Housing Board; with representatives from the Ministries of Finance and Economic Planning, the major housing finance entities including the Swaziland Building Society, the Swaziland Savings and Development Bank, the Swaziland National Provident Fund as a potential investor and the Commercial Banks.

VI. A LONGER TERM PERSPECTIVE

There are two main developments which are likely to impact upon the staffing requirements and possibly the organizational structure of the MHTD. These relate to:

- (i) staffing of local government offices; and
- (ii) increasing participation of the private sector in housing development and financing.

A. Staffing Local Government Offices

Supporting the principle of subsidiarity, MHTD will take all steps necessary to enable the Town Councils of Mbabane and Manzini to be adequately staffed to manage the development of their municipal areas. The delegation of the planning function to the Town Councils will be supported and the establishment of planning offices within them will become a reality. When this happens, the functions of the staff of the Physical Planning Section within the Housing and Human Settlements Department would be directed towards the needs of the Town Boards and into broader areas of planning including the preparation of regional and national physical development plans and those for specific areas not under the jurisdiction of one authority. With the full staffing of the Town Councils, MHTD's role will become one of policy formulation, monitoring of performance, general supervision of their activities and providing specialist advice where necessary.

Following the lead of the Town Councils, it is expected that the Town Boards will wish to hire a permanent staff complement at the earliest possible time. This should go hand-in-hand with the implementation of measures designed to raise additional revenues, presumably through the rates, that would support the costs of the establishment. Initially a core professional staff complement would support each Town Board, comprising: a clerk to the Board, municipal engineer, finance officer/accountant, health inspector and the planning officer. With the further development of local government functions, the increase in urban population and its demands for services and with the expansion of the resource base, further staff could be hired to assist these officers and a full-time town manager appointed.

The implications for MHTD are:

- (i) the municipal technical services units would be broken up and their functions and staff transferred to the Town Boards;
- (ii) the construction units would reorient their activities to smaller towns outside;
- (iii) the role of Urban Government Department would change over time from one of operations to one of fulfilling the policy making, monitoring and supervisory role over Town Councils and Town Boards; and
- (iv) the amount of work needed as secretariat support to the Human Settlements Authority is likely to increase in

future as more applications for development are made, and the need to review all urban structure/land use plans within the context of regional and national physical strategies.

At this stage the staff levels within the Urban Government Department may have to increase.

Even with the full staffing of the Town Councils and Town Boards, further direct assistance stemming from the need to manage the development of emerging small towns is still likely to be required. With the dispersal of urban growth, other centres will emerge, and to provide municipal management therein, the concept of an "urban government unit" could be introduced with full responsibility for areas outside Town Councils and Boards. Initially this could be on a national basis but over time for each region. Expertise in finance/accounting, municipal engineering, urban land use planning, and municipal administration would be needed. The existing "construction units" could also be attached and perhaps the local health inspectors could be deputised from the Ministry of Health. In the longer-term this would form the basis of a wider regional based system of local government, modelled perhaps on the lines of the County Councils in the United Kingdom.

B. Increased Activity by the Private Sector

Government's role in the direct production of housing will reduce over time as the MHTD and NHB encourage the participation of the formal private sector through joint venture arrangements, and through the facilitation of MHTD to create an environment within which private developers can operate alone whilst redirecting their activities towards the prime market of the low and middle-income group. With a demonstration that low-cost housing and/or subdivision development is profitable and provided sufficient finance is available for development and mortgages, a major programme by the private sector will follow and gain momentum over time.

The private sector already has taken the lead in the provision of mortgage and development finance, but this too will change as market realities encourage lending further down the income scale. The formal housing finance system appears in a healthy state, although legislative measures may be needed to enable the Swaziland Building Society to raise further finance through marketable debentures. Further competition in the sector is likely and should be encouraged.

Key areas where assistance can be given by MHTD towards encouraging formal private sector participation include:

- (i) producing concept plans with revised standards more suitable for low-income housing and subdivision development, together with models for basic core units;
- (ii) promoting the concept of incremental house construction;
- (iii) developing the legal framework that would enable the

- Swaziland Building Society to raise funds through issuing alternative financial instruments;
- (iv) encouraging other private financial entities into the low-income housing market; and
 - (v) delegating further powers regarding the regulation of the real estate industry to Town Councils and Town Boards.

The second area of private sector involvement is: through the informal market. Studies have shown that people themselves finance and build the vast majority of housing in developing countries. Practically all of this is on an incremental basis through self-help methods or community based activities that match resources with provision. When properly supported with government assistance directed towards guiding infrastructure development in an incremental manner within newly urbanising areas; providing technical assistance and advice regarding the self-help construction of houses; organising community groups; revising the building code to enable the construction of lower-cost houses; and with the development of mutual savings and loans associations at the local level, much of the housing for the low-income group can be provided without massive government intervention or funding. This is the real challenge for the Ministry.

LIST OF PERSONS MET BY THE CONSULTANT

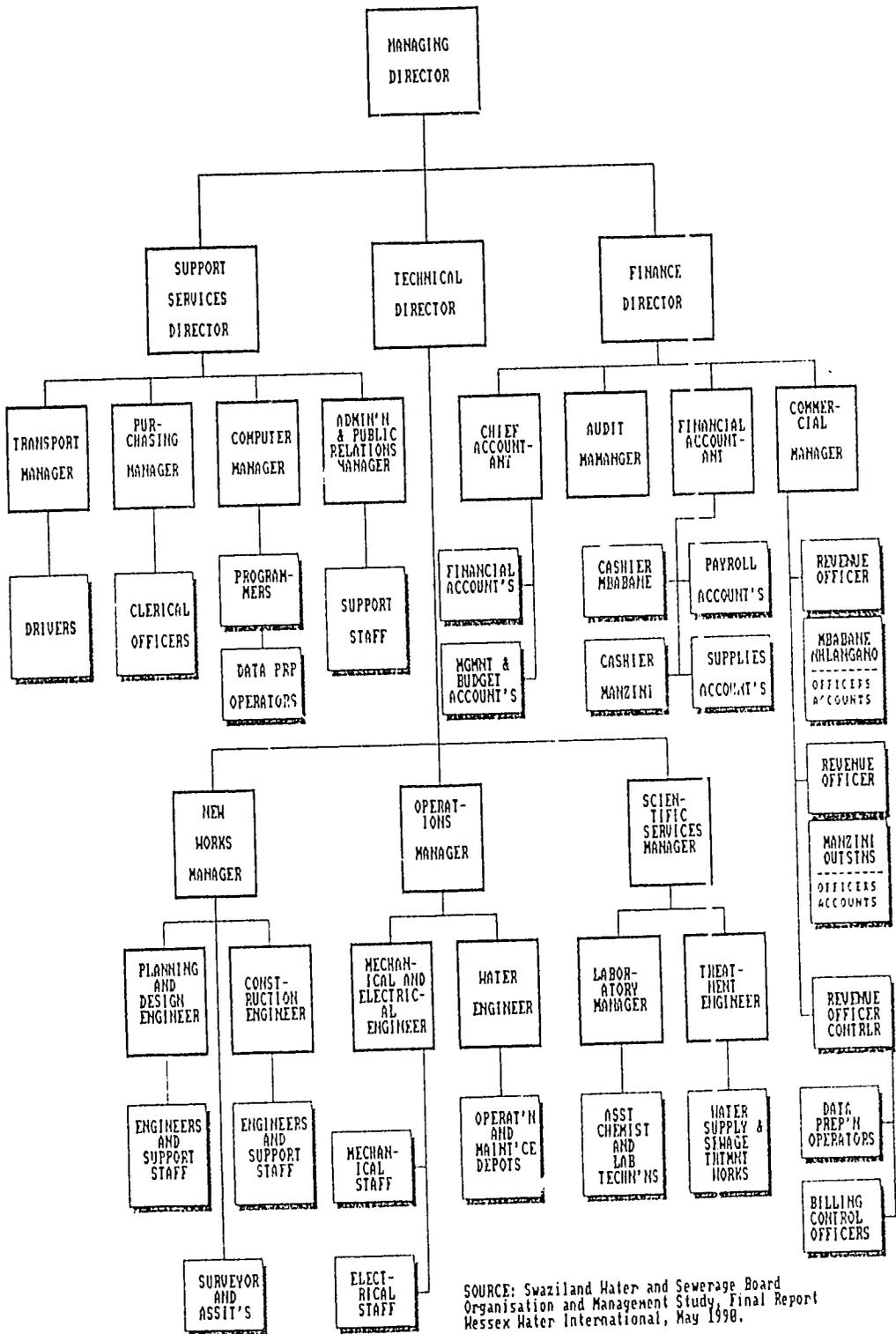
1. MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT
Honourable T. A. Stevens, Minister,
Mr. A. M. Mbingo, Deputy Principal Secretary,
Mr. N Fenwick, Chief Fire Officer,
Mr. P. P. Mbhamali, Director, Water and Sewerage Board,
Mr. A. Fakudze, Deputy Chief Fire Officer
Mr. C. M. Dlamini, Assistant Director, Water and Sewerage Board,
Mr. B.J. Dlamini, Townships Engineer,
Mr. J. R. Campbell, Project Coordinator
Ms. S Lukhele, Senior Assistant Planning Officer,
Mr. K. Gates, Planning Officer.
2. MINISTRY OF LABOUR AND PUBLIC SERVICES
Mr. R. Tilley, Management Services Division.
Mr. A Mkhonta, Management Services Division,
Mr. C. Kunene, Management Services Division.
3. MINISTRY OF ECONOMIC PLANNING AND DEVELOPMENT
Mr. G. West, Chief Economic Planner.
4. NATIONAL HOUSING BOARD
Mr. H. Shirley, Board Member,
Mr. T. Dlamini, General Manager,
Mr. P. Dawes, Assistant General Manager.
5. MANZINI TOWN COUNCIL
Mr. P. Nkambule, Town Clerk,
Mr. P. Zwane, Clerk to the Council.
6. MBABANE TOWN COUNCIL
Mr. R. B. Sibandze, Town Clerk.
7. SWAZILAND BUILDING SOCIETY
Mr. N Caplen, General Manager.

LIST OF PARTICIPANTS AT THE WORKSHOP AND THOSE WHO ATTENDED THE MEETING THAT DISCUSSED THE DRAFT FINAL REPORT

1. MINISTRY OF HOUSING AND TOWNSHIP DEVELOPMENT
Honourable T. A. Stevens, Minister, b/
Mr. A. M. Mbingo,
Mr. N Fenwick, a/
Mr. P. F. Mbhamali,
Mr. C. M. Dlamini,
Mr. B.J. Dlamini,
Mr. J. R. Campbell,
Mr. A Fakudze, b/
Ms. M. Vilakati a/
Ms. S Lukhele, b/
Mr. K. Gates, a/
Mr. E. Simelane, a/
2. MINISTRY OF LABOUR AND PUBLIC SERVICES
Mr. R. Tilley,
Mr. A Mkhonta,
Mr. C. Kunene, a/
3. MINISTRY OF ECONOMIC PLANNING AND DEVELOPMENT
Mr. G. West, a/
Ms. L. Madonsela.
4. MINISTRY OF NATURAL RESOURCES
Mr. P. V. Nabela. b/
5. NATIONAL HOUSING BOARD
Mr. H. Shirley, a/
Mr. T. J. Dlamini,
Mr. P. Dawes b/.
6. MANZINI TOWN COUNCIL
Mr. P. Nkambule,
Mr. B. P. M. Zwane,
Mr. R. Zwane. a/
Mr. S. Ntshalintshali. a/
7. MBABANE TOWN COUNCIL
Mr. R. B. Sibandze,
Mr. G. Mhlongo, a/
Mr. D. Masuku, a/
Mr. A. S. Mabuza, a/
Mr. M. Groenig, a/
Ms. A. Farrelll. a/
8. MINISTRY OF COMMERCE AND INDUSTRY
Mr. D. E. Magagula. a/
9. USAID - STAFF AND CONSULTANTS
Mr. D. G. DeGroot, a/
Mr. A. Fulgham, a/
Mr. F. Powell, a/
Mr. R. A. C. Brockman.

NOTES: a/ Attended the Workshop only.
b/ Attended the Wrap-up Meeting only.

APPENDIX 3: PROPOSED ORGANISATIONAL CHART FOR THE WATER SERVICES CORPORATION



SOURCE: Swaziland Water and Sewerage Board Organisation and Management Study, Final Report Messer Water International, May 1990.