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The Mvula Trust Model

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The Mvula Trust Model
For Rural Water Services

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A Research Report submitted to the
Faculty of Commerce, Law and Management,
University of the Witwatersrand, Johannesburg,
in partial fulfillment of the requirements
for the degree of
Master of Management.

Johannesburg
11 May 2007

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Abstract

There are large water services backlogs in rural areas in South Africa. The local sphere of government has the responsibility to provide basic water services to all people. In addition national government has introduced strategies to substantially fast-track water services delivery to the poor. To expedite the reduction of water services backlogs, there is a need for alternative municipal services delivery models. Despite government policies for civil society participation in developmental strategies, municipalities are reticent to enter into services delivery partnerships with civil society organisations.

Sufficient theoretical and practical evidence exists to support the notion of municipal community partnerships. The study demonstrates the potential role of civil society organizations in water services partnerships with municipalities to eliminate services backlogs, thus improving social capital between municipalities and communities.

This is a qualitative research study of the Tshiungani II village community management of the local water scheme in partnership with the Mutale Local Municipality. It demonstrates effective services management by the village water committee over time, and the resultant good will that emanates from such a municipal-community partnership.

This model lends itself to replication in similar rural settings throughout the country, and could contribute substantially towards expediting water services delivery to rural communities.

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Declaration

I, Philip David Davids, declare this research report is my own, unaided and original work. All sources have been accurately reported and acknowledged. It is being submitted in partial fulfillment of the degree of Master of Management in the University of the Witwatersrand, Johannesburg. I further declare it has not been submitted previously, in part or in its entirety, for any degree or examination to this or any other university for the purposes of obtaining a qualification.

_____

Philip David Davids

11 May 2007

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Dedication

To those marginalised South Africans in rural settlements who are still not served with a basic supply of potable water and adequate sanitation.

"…the struggle for political freedom was also a struggle for a better life, and for improved quality of infrastructure and service delivery at affordable rates…" (Khosa in Parnell, *et al*., 2002, p.155).

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Acknowledgments

My sincere appreciation and gratitude goes to:

Martin Rall, former Executive Director of the Mvula Trust, for encouraging me to undertake this research.

Modjadji Letsoalo, Relationships Manager and colleague in the Polokoane Office of the Mvula Trust, who assisted me with translation during focus group discussions with community members and conducting some of the interviews with government officials.

Dr Horacio Zandamela, my supervisor at Wits P&DM, for his constructive support and advice in the preparation of both the Research Proposal and this Research Report.

My wife, Salme and children, Carmen, Dwight, Samantha, Kirsten and Philecia for their ongoing encouragement.

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Acronyms and abbreviations

ANC	African Nationalist Congress
Asgi-SA	Accelerated and Shared Growth Initiative for South Africa
CBO	Community-based Organisation
CBO-WSP	Community-based Organisation as Water Services Provider
CDW	Community Development Worker
Cllr	Councillor
CMA	Catchment Management Agency
COSATU	Congress of South African Trade Unions
CSO	Civil Society Organisation
CSP	Community Service Provider
CWSS	Community Water Services Sector
GDP	Gross Domestic Product
DM	District Municipality
DPLG (dplg)	Department of Provincial and Local Government
DWAF	Department of Water Affairs and Forestry
GEAR	Growth, Employment and Redistribution
KAP	Knowledge, Attitudes and Practices
KPI	Key Performance Indicator
Hhs	Households
ISD	Institutional and Social Development
IDP	Integrated Development Plan
LG	Local Government
LM	Local Municipality
MCP	Municipal Community Partnership
MCSSP	Masibambane Civil Society Support Programme
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIG	Municipal Infrastructure Grant
MSP	Municipal Services Partnership
MTEF	Medium Term Expenditure Framework

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NGO	Non-governmental Organisation
NPO	Non-profit Organisation
O&M	Operations and Maintenance
PPP	Public Private Partnership
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
S78	Section 78 of the Municipal Systems Act
SA	South Africa
SFWS	Strategic Framework for Water Services
SSA	Support Services Agent
VWC	Village Water Committee
WC	Water Committee
WSA	Water Services Authority
WSDP	Water Services Development Plan
WSP	Water Services Provider
WSSCC	Water Supply and Sanitation Collaborative Council
WSSLG	Water Services Sector Leadership Group

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Glossary of terms and definitions

Accelerated and shared growth initiative for South Africa, (Asgi-SA) – the government's strategy to promote and create conditions for accelerated and shared growth and development with focus *inter alia* on infrastructure development, skills development, addressing inequalities that marginalise the poor, and more efficient and effective governance.

Basic sanitation service – a ventilation improved pit (VIP) toilet within the confines of the household.

Basic water supply – 25 liters of potable water per household per day within 200 meters of the household supplied on a dependable and sustainable basis.

Batho Pele – government's policy to transform and improve public services delivery through consultation, services standards, access, courtesy, information, openness and transparency, redress, and value for money.

Bill of Rights – Chapter 2 of the Constitution of the Republic of South Africa, Act 108 of 1996 that contains the human rights of all citizens.

Community management – community-based approaches to municipal services management in which communities take the important decisions and actions regarding the provision of services.

Community respondents – for the purposes of this study, Community Respondents refer to persons who responded to the CSO questionnaire in Appendix 2.

Department of Provincial and Local Government (dplg) – national sphere government line department responsible for providing support to

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municipalities in the execution of their roles and responsibilities. It is also responsible for the distribution of MIG funding to municipalities, and initiatives such as Project Consolidate to support municipalities experiencing capacity constraints.

Department of Water Affairs and Forestry (DWAF) – national sphere government line department which is the custodian of all water resources and is responsible for the regulation of water use and water services.

Developmental local government – government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

Equitable Share (ES) – the share of nationally raised revenue allocated to each of the three spheres of government to execute their respective constitutional imperatives. In the case of LG the ES comprises about 7 percent of the national fiscus.

Government respondents – for purposes of this study "**Government Respondents"** refers to those persons who responded to the WSA questionnaire in Appendix 1.

Local Government (LG) – the local sphere of government consisting of Metropolitan, District and Local Municipalities.

Medium Term Expenditure Framework (MTEF) – government's budgeting framework over a set period of three years, including the current fiscal year.

Millennium Development Goals (MDGs) – United Nations sponsored development targets to reduce the impact of poverty in all its member countries.

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Municipal Finance Management Act – outlines municipal budgeting, finance management and procurement procedures.

Municipal Infrastructure Grant – a grant in aid to municipalities managed by **dplg** for the development of basic services infrastructure to benefit indigent households.

Municipal Structures Act – declares the establishment of municipalities and outlines their respective powers and functions.

Municipal Systems Act – outlines procedures for the functioning of municipalities.

Programme of Action – clustering of government line departments into functional groupings to streamline government services delivery and to avoid wasteful duplication.

Section 78 (of the Municipal Systems Act) – outlines the procedures a municipality should follow when deciding its preferred municipal services delivery mechanisms.

Social capital – the normative values, beliefs and networks citizens share in their everyday dealings enabling co-ordination and co-operation.

South African Local Government Association (SALGA) – a statutory body representing the interests of the local sphere in Parliament and the National Council of Provinces. It is also responsible to provide support to LG.

Vision 21 – brought out by the Water Supply and Sanitation Collaborative Committee (WSSCC) of the World Health Organisation (WHO) with the major objective of achieving a clean and healthy world by 2025, in which

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every person has safe and adequate water and sanitation and lives in a hygienic environment.

Water Services – comprises potable water supply and sanitation services to domestic households, institutional and business users,

Water Services Authority – a municipality authorized in terms of the Municipal Structures Act to ensure the provision of water services within its area of jurisdiction, and is responsible to legislate on and regulate all water services matters.

Water Services Provider – a legal entity contracted by a WSA in terms of the Municipal Systems Act and the Water Services Act to provide water services in a defined geographical area within the jurisdiction of the WSA.

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Chapter 1 Introduction

This chapter provides the rationale, background and purpose of the research study as well as formulating the research question recognizing limitations and delimitations of the research project. Furthermore, it provides an outline of the research report.

The objective of this research study is to demonstrate that civil society organisations (CSOs) can provide viable options in municipal services provision in rural communities. Moreover, at the same time CSOs can support municipalities to enhance their own capacity to deliver on their local development imperatives. This can be achieved through the development of appropriate policies and implementation of best practice models in community water services provision, thus creating social capital with their constituent communities.

1.1 Background to the problem

In as much as South Africa may have halved its water services backlogs and achieved the United Nations sponsored Millennium Development Goals (MDGs) ahead of schedule (R.S.A., DWAF, 2006, p. 13), bringing basic water services to all South Africans remains to be a formidable challenge. Of the current population – 48.6 million – the estimated backlog for basic water supply is 8.2 million people (2.1 million households); basic sanitation 15.3 million people (3.8 million households); and 800,000 people (200,000 households) are still subject to the bucket toilet system. In addition, some 2,688 schools and 2,100 clinics lack acceptable water supply, and 1,822 schools and 2,567 clinics lack basic sanitation (DWAF, 2006, pp. 8-11). DWAF sees the core challenges of water services as including:

- Institutional capacity building which is reflected in planning, decision-making and operations and maintenance (O&M) capacity,

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- Delivery of sustainable services and not just infrastructure, and
- Implementation challenges including implementation models, procurement, and contract management and processes (R.S.A., DWAF, 2006, p. 19).

Water services delivery is a local government (LG) competence in terms of Schedule 4 Part B of the Constitution. The advent of new local government structures in 2000 and the subsequent transformation of LG have introduced an exciting new paradigm of developmental local government (R.S.A., White Paper on LG, 1998).

The new policy paradigm places emphasis on community participation in municipal planning and the decision-making processes. Additionally, it makes it imperative upon local government to ensure delivery of at least basic services to all citizens and to encourage local economic development (R.S.A., Constitution Act, 1996, Chapter 7 and Schedule 4A; R.S.A., White Paper on LG, 1998, pp. 17-36; R.S.A., Municipal Systems Act, 2000, Chapters 4 and 5).

Necessary funding for basic services operations and maintenance (O&M) and infrastructure development has been appropriated to local government through various funding mechanisms such as the Local Government Equitable Share of nationally raised revenue, and the Municipal Infrastructure Grant (MIG) respectively (Division of Revenue Acts, Annual). Despite the availability of substantial resources to reduce the water services, backlogs in many municipalities are struggling to meet their basic water services delivery targets. There are large numbers of rural communities still not accessing basic water supply and sanitation twelve years into the new democracy (R.S.A., DWAF, Strategic Framework for Water Services, 2003; R.S.A., DWAF, 2006).

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Civil society organisations (CSOs) have a significant role to play in collaborating with statutory institutions to achieve desirable national developmental objectives such as community participation and empowerment in basic services delivery (R.S.A., Constitution, 1996; Bothwell in Burbidge, 1998; Harrison in Parnell, *et al.*, 2002). National policy instruments and legislation provide abundant scope for civil society organisations to participate in the developmental strategies of the three spheres of government through training, capacity support and services delivery initiatives.

A model for community-based management of community water supply is drawn from the work of the Mvula Trust. The Mvula Trust is an indigenous South African non-profit organisation (NPO) and non-governmental organisation (NGO) established in 1993. It is a civil society response to the overwhelming domestic water and sanitation needs of rural communities. It has implemented water supply and sanitation projects which involved the participation of community-based organizations (CBOs) and institutions in the planning, implementation and ongoing operations and maintenance of these schemes.

Despite the abundance of national government policy instruments and support initiatives creating an enabling environment for local government to engage with civil society in development and services delivery initiatives, as reflected in section 1.2 below, there is very little evidence community management of water services is being taken seriously by municipalities. An observation made by Schouten and Moriarty (2003) rings true: “Community management may be at the heart of donor policies and even national policies and legislation; it is often not in the hearts of government officials and politicians who still see public services as something that should be supplied by the state.”

This research explores the status of water supply at Tshiungani II village in the Limpopo Province as implemented by the Mvula Trust. Here, the

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Vhembe District Municipality is the Water Services Authority (WSA), serves as an effective and viable model of community management of rural water supply. The detail of this implementation model is provided in Chapter 4.

1.2 Developmental policy paradigms in the South African State

This section deals with the policies, legislation and frameworks of the South African government creating an environment for effective and efficient municipal services delivery through partnerships, with emphasis on the participation of local communities in water services delivery.

1.2.1 Macroeconomic policy and social development objectives

Government's development discourse is informed by three key macro-economic policy frameworks, namely the Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution (GEAR), and the Accelerated and Shared Growth Initiative for South Africa (Asgi-SA).

The Reconstruction and Development Programme (RDP) is a vision for fundamental transformation in South African society. It seeks to mobilize all our country's people and resources toward the final eradication of the results of apartheid and the building of a democratic, non-racial and non-sexist future. Its objectives include the following:

- developing strong and stable democratic institutions and practices characterized by representativeness and participation, and
- becoming a prosperous society, having embarked on a sustainable, environmentally friendly growth and development path (R.S.A., RDP White Paper, 1994).

Growth, Employment and Redistribution (GEAR) is an integrated strategy for rebuilding and restructuring the economy in keeping with the goals of the RDP which includes:

- A renewed focus on budget reform to strengthen the re-distributive thrust of government expenditure,

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- an expansionary infrastructure programme to address services deficiencies and backlogs, and
- commitment to the implementation of stable and coordinated policies.

Social and sectoral policies linked to GEAR include the implementation of housing and infrastructure programmes. Improved water and sanitation is typically the first priority of rural communities (R.S.A., DoF, GEAR, 1997). The policy framework document summarises its vision for participatory development as follows:

> "In context of this integrated economic strategy, we can successfully confront the related challenges of meeting basic needs, developing human resources, increasing participation in the democratic institutions of civil society and implementing the RDP in all its facets" (R.S.A., DoF, 2004).

The Accelerated and Shared Growth Initiative of South Africa (Asgi-SA) builds upon the existing RDP and GEAR strategies and is a set of interventions to promote and create conditions for accelerated, shared growth and development at a rate of at least 6 percent of gross domestic product (GDP). It recognises one third of the South African population does not benefit from our economic advances and seeks to leverage advances made in the first economy to address the impact of poverty among the marginalised poor, represented by the second economy. The key focus areas of Asgi-SA include:

- building infrastructure to grow the capacity of our economy,
- boosting sectors of the economy with special potential for faster growth,
- developing the skills we need, and
- addressing those inequalities marginalising the poor in the Second Economy.

Government's policy statement on Asgi-SA concludes as follows:

> "With this programme (Asgi-SA) we can achieve our social objectives and we can more than meet the Millennium Development Goals. Our second decade of freedom will be the decade in which we radically reduce inequality and virtually eliminate poverty" (R.S.A., DoF, 2004).

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1.2.2 Constitutional imperatives of the local sphere and local government transformation

The Bill of Rights in the Constitution guarantees all citizens the right to dignity and the right of access to sufficient water (R.S.A., Constitution, 1996; Currie, De Waal and Erasmus, 2003). The local sphere of government has the legislative and executive authority and the right to administer the provision of water services as listed in Schedule 4B of the Constitution.

Local government must give priority to the basic needs of the community, and promote the social and economic development of the community, participating in national and provincial development programmes. It has the right to exercise any power concerning the effective performance of its functions. In meeting these constitutional imperatives, local government has to be developmental in its approach and allow for community participation in its decision making, planning and services delivery processes. Accordingly, the Constitution allows for an equitable share of nationally raised revenue and related streams of intergovernmental grants to be made available to local government (R.S.A., Constitution, 1996).

The Local Government Transformation Programme sets developmental local government and service provision as two of its key focus areas. Its policy objective of developmental local government is derived from the White Paper on Local Government, and includes active citizen and community participation in governance and development (R.S.A., DPLG, 1998).

Developmental local government is defined in the White Paper on Local Government as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (R.S.A., DPLG, 1998, p. 17).

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Local government needs to have a clear vision for the local economy, and work in partnership with local role players to maximise job creation. Considering the overall development needs of local communities throughout South Africa, developmental local government needs to achieve the following key outcomes:

- Provision of household infrastructure and services,
- Creation of livable, integrated human settlements,
- Local economic development, and
- Community empowerment and redistribution (R.S.A., DPLG, 1998, p. 22).

In terms of the Municipal Systems Act 32 of 2000, a municipality must develop a culture of governance that complements formal representative government. This culture must include a system of participatory governance encouraging and creating conditions for local communities to participate in the affairs of the municipality. These include strategic decisions relating to the provision of municipal services.

Municipal planning must be developmentally oriented to ensure the achievement of Constitutional objectives. As well, those developmental duties ascribed to local government, and contribute to the progressive realisation of the fundamental rights contained in the Bill of Rights must be relevant to local government. To this effect, each municipality must develop an integrated development plan.

When providing municipal services, a municipality has the duty to give priority to the basic needs of the local community, promote the development of the local community and make sure all community members have access to at least a minimum level of basic services. Municipal services must be equitable and accessible; provided in a manner conducive to the prudent, economic, efficient and effective use of available resources; and financially and environmentally sustainable. A municipality can utilize various mechanisms for the delivery of municipal services. These include

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community-based organisations or non-governmental organisations, legally competent to enter into service delivery agreements with the municipality (R.S.A., Municipal Systems Act, 2000, Chapters 4, 5 and 8).

Obligations deriving from the Constitution (1996) require that the vertical division of revenue among the national, provincial, and local spheres – and especially the "equitable share" of national revenue to which local government is entitled – be determined.

It is envisaged that the chief beneficiaries are to be tax-poorer jurisdictions, and those with larger, poorer populations. The new system of intergovernmental transfers is premised on the principle that operating transfers should be directed at providing basic services to poorer households, and such transfers should only be made available to those communities unable to afford these services (DoF, 1998).

1.2.3 Municipal services restructuring and services partnerships

In order to ensure universal services delivery and to redress historical services inequities, the state has undertaken significant restructuring of municipalities. Substantial services backlogs still exist in water supply and sanitation. However, Municipal Services Partnerships in the form of Municipal Community Partnerships presents an additional services provision model which would contribute towards increased and accelerated capacity to meet municipal services delivery targets. Services partnerships could be incorporated in Water Services Development Plans (WSDPs) and Integrated Development Plans (IDPs).

DPLG's Framework for Restructuring of Municipal Services Provision (1998) states: "the broad objectives of municipal restructuring are to ensure that municipalities deliver services in a way that is sustainable, equitable, efficient, effective and affordable, and consistent with the principles of this framework. Principles of service provision include:

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- Universal coverage,
- Services must be environmentally sustainable, efficient and effective,
- All residents should receive a life-line amount of basic services,
- Service standards must be established and monitored so that effective efficient services are built,
- Democratic practices and accountability to residents and users must be established,
- Resources must be used in an effective and efficient way, and
- The *Batho Pele* principles must be observed (R.S.A., DPLG, 1998).

In its recent review report of the *status quo* of water services challenges, the Department of Water Affairs and Forestry states:

> "South Africa has generally done well in eradicating its basic water services backlogs. In terms of basic water supply, South Africa has already halved the backlog in 2005, thus achieving the related MDG goals ahead of schedule. In terms of sanitation services, there has been a 40 percent improvement since 1994. The present challenge [as at March 2006] is reflected in Table 1 below:"

Table 1

Service Type	Estimated Backlog March 2006
Basic water supply	8,2 million people (2,1 million households)
Basic sanitation	15,3 million people (3,8 million households)
Historic bucket eradication	800,000 people (200,000 households)

(R.S.A., DWAF, 2006, p. 19).

The report also draws a number of key conclusions which include *inter alia*:

- the present rate of delivery is inadequate to achieve the 2008 targets,
- extensive acceleration is required to achieve sector targets, and
- alternative implementation models must be investigated (R.S.A., DWAF, 2006, p. 20).

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Considering these huge services backlogs, and the need to fast-track services delivery targets, the Municipal Service Partnership Policy (MSPP) creates a conducive environment for the mobilisation of resources to meet the Reconstruction and Development Programme (RDP) objectives. It does so within the context of the *batho pele* principles of consultation, promoting universal access to services, improving service standards for all, openness and transparency in decision making, creating value for money, and importantly, providing redress and promoting information flows and courtesy in service delivery (R.S.A., DPLG, 2000; *Batho Pele*, 1997).

Water Services Development Plans (WSDPs) as provided for in the Water Services Act (1997) and Integrated Development Plans (IDPs) provided for by the Municipal Systems Act (2000), are important tools that must be utilised by municipalities to articulate their goals and priorities for the delivery of municipal services. They serve as frameworks for integrating a wide range of service delivery goals, and guide detailed planning and decision making with regard to service delivery methods. They must create linkages among fundamental municipal functions such as planning, budgeting, capacity building, and implementation of services delivery strategies.

When a municipality does not achieve its developmental targets, it should review its service delivery mechanisms, and consider using alternative delivery mechanisms. A cost-benefit analysis of various options is helpful in evaluating alternatives. A MSP feasibility study is a thorough examination of the proposed MSP project's technical and financial viability, its environmental sustainability, and its probable risks and benefits (R.S.A., DPLG, 2000).

1.2.4 Local government and water services

The local sphere of government has Constitutional imperative to deliver basic water services. Government policies and legislation provide the framework for this responsibility to be carried out and places strong

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emphasis on community participation to achieve delivery targets. Necessary funding from the national fiscus is being provided.

In terms of the Constitution (1996), local government has the power to exercise executive and legislative authority for potable water supply, domestic wastewater disposal systems, and municipal health services. The Constitution also states the national legislation must make provision for the division of these powers and functions between district and local municipalities. The Municipal Structures Act (1998) authorises municipalities with powers and functions for water services [i.e. potable water supply and sanitation]. The Minister of Provincial and Local Government authorises local municipalities in terms of Section 84 of the Structures Act.

Municipalities authorised with water services powers and functions are referred to as Water Services Authorities (WSAs) in the Water Services Act (1997). This differentiates water services authority and provider functions and refers to 'water services' as encompassing both water and sanitation. WSAs are ultimately accountable to their citizens for the effective delivery of services to meet citizens' needs and must regulate all aspects of water services.

The Municipal Systems Act (2000) provides duly authorized municipalities (WSAs) with a variety of internal and external mechanisms for services delivery. Section 76 of the Municipal Systems Act presents Community-based Organisation (CBOs) and Non-governmental Organisations (NGOs) as among a number of external services delivery options. In deciding upon their preferred services delivery options, municipalities have to follow the procedures outlined in terms of Section 78 of the Municipal Systems Act.

The Strategic Framework for Water Services (R.S.A., DWAF, 2003) updates the 1994 Water Services White Paper and provides an overarching framework to ensure the water services sector vision is achieved. It sets out a series of water services delivery targets for Water Services Authorities to

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align with the South African government's commitment to the United Nations sponsored Millennium Development Goals (MDGs).

While the targets are set as Key Performance Indicators (KPIs) for WSAs, other municipalities, provincial and national departments also have a key role to play. Intergovernmental co-operation is crucial to achieving the national services delivery targets. These delivery targets have been accelerated, in line with the Accelerated and Shared Growth Initiative for South Africa (Asgi-SA).

The Municipal Infrastructure Grant (MIG) Policy Framework (DPLG, 2003) provides a framework for the MIG programme. It aims to provide all South Africans with at least a basic level of service by 2013. This is to be achieved through the provision of grant finance aimed at covering the cost of basic infrastructure for the poor. MIG funds are allocated in terms of the Division of Revenue Act, which is passed annually. Although a portion of MIG funds are ring fenced for water services, MIG funds are for basic services infrastructure development.

1.2.5 Local government and community participation

The notion of community participation in municipal services delivery is a fundamental premise of government's development discourse and is given a central place to achieve the objectives of developmental local government. Special institutional measures are being provided for legislatively to facilitate broad-based participation in municipal decision making processes.

The Constitution (R.S.A., 1996; De Waal, *et a*l., 2003) guarantees every citizen the right to human dignity, and the rights of access to health care, food and water. The state must take reasonable measures to realise these rights progressively.

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The Constitution provides for Co-operative Governance among the national, provincial and local spheres of government to provide effective, transparent, accountable and coherent government. The local sphere of government has to:

- provide democratic and accountable government for local communities,
- provide sustainable services to communities,
- promote social and economic development, and
- encourage community involvement in the matters of local government (R.S.A., Constitution, 1996).

The White Paper on Local Government (R.S.A., DPLG, 1998) introduces the concept of “developmental local government” which is defined as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.." The White Paper states further “…building democracy is a central role of local government and municipalities should develop strategies and mechanisms to continuously engage with citizens, business and community groups.”

The Municipal Structures Act (1998) as Amended by Act 33 of 2000, and Act 51 of 2002 provides for the establishment of Ward Committees in local municipalities with the primary function to enhance participatory democracy in local government. They serve in advisory capacities to Ward Councillors, and to Local Municipalities. Ward Committees can advise and assist the Ward Councillor on some of the following matters:

- research the conditions, problems and needs of residents,
- outreach and consultations to inform residents of municipal issues (IDPs, WSDPs, services options, budget priorities), and
- interacting with relevant forums (R.S.A., Municipal Structures Act, 1998).

The Municipal Systems Act (2000) as amended by Act 51 of 2002 and Act 44 of 2003 defines a municipality as consisting of its political structures, administration and the community. This Act gives effect to the system of

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local government and addresses the need to create harmonious relationships among municipal councils, municipal administrations and local communities through the acknowledgement of reciprocal rights and duties. The legal definition of a municipality includes its Council, its administration and its communities within a defined geographical space. Community members and institutions are thus made integral stakeholders of the municipal decision making processes.

The Municipal Systems Act expands upon the principle of "community participation" and requires of municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. It states a municipality must:

- Develop a culture of community participation.
- Provide mechanisms, processes, and procedures for community participation.

The *Batho Pele* (R.S.A., 1997) principles include: consultation; services standards; access; courtesy; information; openness and transparency; redress; and value for money.

The Municipal Finance Management Act (2003) states a municipality must establish processes and procedures for preparing annual budgets and the review of the IDP. This has to include consultative processes with its communities. Section 78 of the Municipal Systems Act must be complied with when a public-private partnership is being considered as a municipal service delivery option.

1.3 Problem statement

Government policies provide abundant scope for civil society organisations to participate in the developmental strategies of the three spheres of government through training, capacity support and services delivery initiatives (Mvula Trust, 2006c, pp. 13-24). It is the experience of the Mvula

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Trust that many municipalities perceive CSOs as being incapable of providing cost effective, efficient and reliable water services. Consequently CSOs are being marginalised by municipalities when contracts for services provision are being awarded.

The role of CSOs to contribute towards policy development, and best practice in sustainable basic services provision is largely compromised by the expectation, on the part of municipalities, that CSOs have to compete on the same level and under the same conditions as private sector organisations to obtain infrastructure development and services provision contracts.

Services contracts are often concluded at the cost of long-term sustainability considerations such as community support of – and participation in – the municipal service. It can also be argued that since the potential CSOs bring to the water sector is not being fully utilized, the progress being made in eliminating services delivery backlogs is considerably slowed down. The end result is longer delays for the rural poor to access desperately needed basic services.

This interpretation of the developmental local government policy paradigm, by many Water Services Authorities (WSAs), has meant the discontinuation of community managed projects and the discouragement of community members to take the initiative to meet their own development needs. This has been done in favour of rapid services implementation strategies to achieve services delivery targets.

The WSAs' emphasis on a supply-driven approach to services delivery has meant they have largely neglected their Constitutional imperative to ensure local community empowerment (R.S.A., Constitution, 1996, s. 153). Civil society organizations (CSOs) have a significant role to play in collaborating with statutory institutions to achieve desirable national developmental objectives of community participation and empowerment.

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Consequently, the significant role envisaged by the national government development paradigm of civil society organizations enhancing the public sector's capacity to fast-track affordable and sustainable water services delivery, is being down played by WSAs. This research is justified by the need to bring the important role civil society organizations can play to enhance services delivery to the attention of municipal services decision makers. And, in the process, WSAs gain social capital advantages such as reciprocal collaborative relationships with their constituent communities, through municipal-community partnerships.

1.4 Purpose of the research

The overall objective of this study is to demonstrate the potential role of civil society organisations as partners of local government to enhance developmental local government through sustainable water services delivery. Through the case study presented, the research seeks to demonstrate and reaffirm the role of CSOs to provide affordable implementation models by providing support and mentorship to community-based organizations. The research looks in particular at issues of relationship building and social capital between WSAs and their constituent communities.

1.5 The research question

Considering the significant role for civil society participation, envisioned in the national government's development policy paradigm, and the reality that this vision is being significantly down-played by local government, the main guiding question for this research is: remarkably facile. – How are civil society organizations (CSOs) to position themselves in developmental partnerships with WSAs in order to contribute to sustainable and affordable water services delivery, ensuring local community empowerment?

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1.6 Significance of the research

National government considers the delivery of basic services to all South Africans as one of its primary foci in its strategy to combat poverty and to improve living standards for all (R.S.A., Government Programme of Action – 2006: Social Cluster. Retrieved 03 October 2006 from http://www.info.gov.za/aboutgovt/poa/report/social.htm) To this effect, water services delivery programmes have to be expedited and new delivery targets have been set. To achieve the targets set in the Strategic Framework for Water Services (SFWS), delivery of services must increase substantially (R.S.A., DWAF, 2003, pp. 12-14; Asgi-SA, 2005). The SFWS targets have been revised so that over the next four years (2006/07 to 2009/2010), it is required that the following annual average deliveries need to be achieved as set out in Table 2 below:

Table 2

Service Type	Annual Average to achieve 2008/2010 goals
Basic Water Supply	2,7 million people (675,000 hhs)
Basic Sanitation	3 million people (750,000 – 800,000 hhs)
Bucket eradication	130,000 hhs up to 2007/08

(R.S.A., DWAF, 2006, p. 19).

In order to achieve the above targets, substantial financial resources will be made available. Over the medium term, expenditure framework (MTEF) period 2006 to 2010, R13.5 billion has been allocated for water supply, and R12.5 billion for sanitation

The national government's revised strategy to fast-track water services delivery also looks at mechanisms to accelerate this process. In the review of the Basic Water Supply Programme, one of the key conclusions was: "alternative implementation models must be investigated," which will ensure quality implementation that is followed by sustainable O&M (R.S.A., DWAF, 2006, p. 20).

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In light of government's substantially increased delivery targets within shortened time frames, the accompanying increased budgets, as well as the need to find appropriate implementation models, this study explores municipal-community partnerships as viable options for WSAs to consider when deciding upon their water services delivery mechanisms.

1.7 Delimitations and limitations

There are 170 WSAs in South Africa, of which, the Vhembe district Municipality is but one. This case study is focused on a single bounded setup depicting the relationship between the target community-based village water committee, the interim Water Services Provider and the Water Services Authority. Evidence derived from this study can, therefore, not be construed as being generally representative of similar relational patterns. For that purpose, a broader comparative study will have to be undertaken. It is envisaged that the study will provide lessons on how to inform initiatives to develop community managed rural water supply models which could be replicated by WSAs.

The Mvula Trust implementation model as applied in water supply provision in Tshiungani II village is the only model being studied in this research. The validity of the factors contributing to water services delivery and the relationships between the WSA and the pilot community are therefore limited to the Tshiungani II village, Mutale Local Municipality, the DWAF Regional Office in Thohoyandou, and Vhembe District Municipality.

The CBO forming the subject of this study has been established specifically for the purposes of the water supply project implementation and for ongoing operations and maintenance functions after completion of the construction of the water scheme. This has its beginnings as far back as 1997, prior to the institution of the present statutory water services arrangements.

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The researcher is employed by the Mvula Trust as an Institutional and Social Development (ISD) Specialist and has been instrumental in the design of some of the implementation approaches forming part of the Mvula Trust implementation model. The researcher recognises he may have biases that could influence the collection and interpretation of information presenting itself during this study. The researcher will adopt a balanced and objective approach in the collection of data and its analysis.

A further constraint for the researcher was that all the community interviews and focus group discussions were held in TshiVhenda. Assistance with the interviews and translation was provided by Ms Modjadji Letsoalo, Relationships Manager in the Polokoane office of the Mvula Trust and a colleague of the researcher. Although the researcher was present in these focus group discussions, this may mean a great deal of the detail, inferences and nuances may have been missed by the researcher.

Getting access to municipal officials proved to be inordinately difficult. Targeted respondents from Vhembe DM and Mutale LM could not be reached at all. Responses to the interviews are therefore limited to the views of the individuals we managed to interview. The Ward Councillor for Ward 9, Councillor Tshinavhe, declined to participate in the survey, as he did not want to express views on water services that may compromise his position in the Mutale LM Mayoral Committee.

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1.8 Research report outline

The research report outline is as follows:

Chapter 1 - Introduction

This chapter provides the rationale, background and purpose of the research study as well as formulating the research question, recognizing limitations and delimitations of the research project. Furthermore, it gives an outline of the research report.

Chapter 2 – Literature review

This chapter provides the theoretical basis for the research and looks at relevant South African and international literature dealing with the issues of municipal services, community management of local services, and social capital.

Chapter 3 – Research methodology

This chapter presents the research design methods used outlining motivation and justification for adopting an inductive qualitative research approach based on a case study, and data collection methods.

Chapter 4 – The Mvula Trust Project Implementation Model

This chapter outlines the principles and approaches of the Mvula Trust community development and project implementation model as applied in Tshiungani II village.

Chapter 5 – Data presentation

In this chapter, the data collected during the study is presented in the form of matrices and summaries of the detail.

Chapter 6 – Data analysis

In this chapter the information collected during the field interviews, as well as the theory extrapolated from the literature review, are interrogated and

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analysed in order to arrive at findings which provide an answer the research question.

Chapter 7 – Conclusions and recommendations

This is the final chapter in which the observations made and conclusions drawn from the analysed data are presented and appropriate recommendations are proposed.

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Chapter 2 – Literature review

This chapter provides the theoretical basis for the research on issues of municipal services, community management of local services, and social capital. It draws on the views and experiences of South African and international scholars and development institutions. It provides evidence of how services challenges similar to those alluded to in the problem statement and research question above, have been addressed elsewhere.

2.1 Overview

The research question in this study is premised upon the large volume of South African government policies that create an enabling environment for economic development and poverty eradication, and the important role the state envisages for civil society participation to achieve these objectives. Considerable theoretical material exists about civil society organizations (CSO) participation in rural development and the role of community-based organizations in particular in local (municipal) services delivery. Thus states Pieterse:

> "This tendency [for local government to play a leading role] is fuelled by similar international discourses that valorise 'the local' as the site of strategic defence against globalising currents and the front line in the war against poverty. …The manner in which this mandate is executed must give expression to, and consolidate participatory democracy.." (Pieterse in Parnell *et al.,* 2002, pp. 1-3)

The study draws from South African and international scholars and includes the following key aspects:

- In Chapter 1, an analysis of current and emerging participatory development policy paradigms of the South African state is provided;
- This chapter draws on South African and international experiences and lessons in CSO and government partnerships in services delivery; and

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- identifies social capital gains to be achieved in communities where there are participatory collaborations between beneficiary communities and state entities.
- Chapter 5 reflects on the Mvula Trust water services delivery model as applied in Tshiungani II Village to serve as a basis for the questionnaire design and field data collection.

2.2 Understanding developmental local government; community management; and social capital

The Constitution (1996, ss. 152-153) requires of the local government to promote social and economic development, and to structure and manage its administration, budgeting and planning processes. This mandates giving priority to the basic needs of the community and promotes the social and economic development of the community.

The White Paper on Local Government (R.S.A., DPLG, 1998, pp. 17-36) defines developmental local government as government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. The White Paper emphasises the role of local government to build local democracy, and to develop strategies and mechanisms to engage with citizens, business and community groups.

Community management implies the development of community-based approaches to water supply and sanitation services management in both urban and rural areas. In such a scenario, householders and communities take the important decisions and actions regarding the provision of the services (WSSCC in Schouten and Moriarty, 2003). Schouten, *et al.,* also express the view that over past decades, community management has become the leading concept in rural water supply. It started with community

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involvement in system construction and developed into community participation and community management.

Social capital refers to the values and networks enabling co-ordination and co-operation (Burbidge, 1998, p. 7). Social capital is also what Hyden refers to as “the normative values and beliefs that citizens share in their everyday dealings. …It is assumed that investments in both social capital and civil society are necessary to achieve democracy, and by implication, development” (Hyden in Burbidge, 1998, p. 17).

2.3 Municipal services partnerships

In as much as substantial progress has been made with overcoming basic services delivery over the last twelve years in South Africa, it is still true basic water and sanitation backlogs present one of the major challenges to municipalities in this country. Fowler (1992) identified the following water and sanitation policy issues needing to be raised:

- redressing the inequities due to apartheid through redistribution is necessary,
- to sustain future services, there is need for accountability and participation,
- long term sustainability is dependent on economic efficiency, particularly with regard to the allocation of resources, and
- sustainable services which encourage economic development must, as a priority, provide for community health (Fowler, 1992).

The Water Supply and Sanitation Collaborative Council (WSSCC) of the World Health Organisation (WHO) suggests three key decisions for governments to take in order to provide the basis for progress towards Vision 21 goals:

- confirm access to affordable water and sanitation services and health and hygiene awareness is a basic human right,

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- enable local communities, local NGOs, local community organisations, local entrepreneurs and enlightened local governments to work in partnership to plan, initiate and manage improved water and sanitation systems and hygiene education programmes, and
- put water, sanitation and hygiene improvement programmes at the core of human development and poverty alleviation (WSSCC, Vision 21 information brochure, p. 5).

The National Business Initiative (NBI) presents a pragmatic perspective on partnerships and states that it "...should be entered into for the clear goal of saving money and enhancing efficiency." Partnerships involve certain fundamental principles:

- cost-effectiveness and service efficiency,
- transparency,
- participation,
- continued local government responsibility,
- proper contractual relationship and monitoring process, and
- a good working relationship between the local authority and the service delivery agency (NBI, *et al.*, 1997).

Plummer advises proponents of public private partnerships (PPPs) in municipal services that effective partnerships contribute towards better governance. Similarly, good governance is vital to the development of service partnerships. The formulation and sustainability of partnerships are dependent on the commitment and mobilisation of councillors and political leaders. The collaborative participation of municipal stakeholders such as neighbourhood committees and ward committees in municipal decision-making contributes towards the broadening of democracy (Plummer, 2002, pp. 33-34).

Heymans lists a number of fundamental principles of partnership. Although these principles refer mainly to Public-Private Partnerships (PPPs) they are

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equally applicable in in Municipal-Communicty Partnerships (MCPs). For purposes of this study we focus on the following:

- Transparency – it is about inclusive processes, ensuring all stakeholders have proper information about potential impacts, policies, partnership objectives and procurement criteria and processes.
- Accountability – often private sector partnerships place responsibilities of the public sector in the scope of the private sector. However, this raises concerns that democratic control by local electorates can be compromised.
- Legitimacy and legality – to be credible, partnerships need support from key stakeholders and a firm legal basis. The more transparent the process, the more accountable the (municipal) council, the more extensive the inputs, the more open the debates, and the firmer the legal basis – the better the prospects the (private sector) participation will become a legitimate option.
- Stakeholder participation – stakeholder participation is vital in enhancing ownership and sustainability. This will enhance the overall legitimacy of the project, and will also help to ensure service providers act accountably and with sensitivity to the needs of consumers.
- Equity – partnership champions the need to develop the capacity to create partnerships which are effective as instruments for service delivery to the poor, and to use them to attain derived benefits for the poor.
- Economic and financial sustainability – a partnership (PPP) is only feasible if it is economically and financially viable.
- Empowerment – empowering the poor is a central principle in partnerships focused on bringing benefits to poor communities. The test is also whether the partnership leaves a sustainable legacy in the community. Has it contributed to social capital, skills or new business, or created new opportunities for people in the community? (Hyden in Plummer, 2002, pp. 213-230).

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Fowler identifies three key elements of participation, namely, there is more than one party involved; power imbalances are involved; and participation is ongoing. He defines "***authentic participation*** as a process through which stakeholders influence and share control over decisions and resources that affect their lives" (Fowler, 1997, p. 16)

In a joint report on multi-sector partnerships in water and sanitation projects Caplan, *et al.,* suggests the following factors that contribute to successful partnerships:

- Partnerships were more successful than any one sector would have been acting alone in the same circumstances. The combination of skills, abilities, experience and relationships partnerships brought together enabled partners to be more effective (enhancing their own skills sets).
- The most successful partnerships build upon the capacities, relationships and incentives of specific local institutions. Different sectors play different roles in different locations (Caplan, *et al.*, 2001, p. 27).

Cranko and Khan (1999) express this view: A range of factors motivate the establishment of Municipal Community Partnerships (MCPs) between municipalities and service providers.

> "There is widespread consensus that the main factors motivating MCPs are their potential to supplement capacity, create financial sustainability, and promote efficient and cost effective service delivery. In rural areas, there is a strong alignment between municipalities and NGOs for partnerships in the water and sanitation sectors, particularly in the activities of service delivery, capacity building, project management and technical assistance. In addition, municipalities have a moderate preference for partnerships in the refuse, roads and environmental maintenance sectors, while NGOs have a strong preference for partnerships in the planning, energy and housing sectors.." (Crank, *et al.*, 1999, pp. 2-7).

The authors recommend, given the strong alignment in the water and sanitation sector, that this sector should be the initial target for MCPs in rural areas.

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2.4 Community management

Ample evidence exists to substantiate the successful application of community management in services delivery strategies. Thus Schouten, *et al.,*:

> "Over the past decades, community management has become the leading concept in rural water supply. It started with community involvement in system construction and developed into community participation and community management." (Schouten and Moriarty, 2003, p.18)

Schouten, *et al.,* proceeds to state, "community management needs an enabling environment in which to be implemented, and it needs policies and laws to allow it to work efficiently" (Schouten, *et al*., 2003, p.19).

Van Wijk-Sijbesma emphasises the importance of the creation of such an enabling environment. "...There is a fairly wide consensus that the character of all projects should change: national governments, donors and development banks should give local people the opportunities to plan and implement the kind of development they want and can manage" (Van Wijk-Sijbesma, 2001, p.27).

Referring particularly to water supply, Feacham, *et al*., unpacks the type of support required for community management: "Village committees will only be effective managers of water supplies if they are adequately and continuously backed by the government. This support can include services such as:

- Training of village water operators.
- Training of chairman, secretary and treasurer.
- Technical assistance.
- Moral support" (Feacham, *et al.*, 1978, pp. 77-78).

Chandle warns against the pitfalls of project failures in rural communities, and identifies three major problem areas:

- The conceptual gap between people and planners.

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- The emphasis on coverage rather than on the continued functioning and use of facilities.
- The lack of effective back-up support to communities, particularly after completion of the project.

To overcome these problems, projects must follow a well designed procedure, involving people and planners in a joint search for the proper mix of hardware and software to meet community needs (Chandle, in Kerr, 1990, p. 17).

Shepherd makes the same point to emphasise the importance of institutional support for community management of services:

> "The learning organisation in rural development should be more evaluative, adopt a holistic perspective, be managed strategically, and be close to the rural society it serves." (Shepherd in Van Wijk-Sijbesma, 2001, p. 27).

Alluding to the apparent reticence on the part of municipalities to implement community managed services delivery mechanisms, Schouten, *et al.,* make this observation:

> "Community management may be at the heart of donor policies and even national policies and legislation; it is often not in the hearts of government officials and politicians who still see public services as something that should be supplied by the state" (Schouten, *et al.*, 2003, p.17).

There is, however, the concern over-regulation by the state could impede the effective implementation of community management strategies. This is particularly the case with the legislative framework in South Africa, where municipalities are required to adhere to the restrictive requirements of Section 78 of the Municipal Systems Act when deciding their water services delivery mechanisms (Jones and Williamson, 2005; De la Harpe, 2004). De

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la Harpe cites the legislative challenges faced by Alfred Nzo District Municipality when that particular municipality attempted to scale up a community management model to 881 villages within its area of jurisdiction.

> "The governance role of municipalities limits the decisions and level of control that communities can exercise over the provision of water services and therefore, it affects the extent to which water schemes are community managed. …The 'competitive tendering' requirement of the legislation ...went against the fundamental principles of community management – causing conflict rather than creating a representative structure – and it was a significant deviation from the original participatory model that worked in practice" (De la Harpe, 2004, pp. 20-21).

She questions the extent to which municipalities should comply with legislation which impedes the delivery of basic services to poor rural communities. De la Harpe also makes the argument that, in the context of huge backlogs and the urgency of delivering basic services to rural areas, "municipalities should assess risk in terms of how they interpret and apply legislative provision, rather than attempting to comply with provisions that will undermine services delivery" (De la Harpe, 2004, p. 21).

2.5 The role of civil society organisations

Civil society organizations have a pivotal role in local community development discourse, as it represents the sentiments and aspirations of local communities. Roulier makes the statement that "society's most pressing problems have not been resolved by the welfare state or consumerist capitalism;…(it is) civil society and its institutions, the places where we take ownership and responsibility for one another and our communities" (Roulier in Burbidge, 1998, p. 184).

Bothwell cites preconditions for healthy civil society: freedom of speech; freedom of association; general rule of law; absence of political violence; effective and capable government; multi-party politics; substantial literacy;

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and a healthy, participatory political culture (Bothwell in Burbidge, 1998, p. 250).

There is a general acknowledgment municipalities are under extreme pressure, from their constituent communities and from provincial and national government, to deliver on a vast constitutional mandate – such as delivery of services. At the same time, they are required to be democratic and developmental. The vast majority of municipalities need support – but this should be offered with sensitivity, respect and professionalism.

To obtain funded work from municipalities (NGOs) CSOs should have the following attributes:

- Be competent, reliable and professional,
- Have a track record of good performance and delivery, and
- Acknowledge the role of Municipal Ward structures, and be willing to work in support of ward committee-led processes. (Masibambane information brochure, not dated, pp. 2-3)

In a draft proposal to SALGA for the establishment of collaborative relations between municipalities and CSOs, the National Steering Committee (NSC) of the Masibambane Civil Society Support Programme (MCSSP) states:

> "CSOs (NGOs and CBOs) are not-for-profit organizations, working from a generally strong community upliftment ethos. They are driven by widely shared values and a belief in the social change mission inherent in their work. They play a role in terms of championing the needs of the poor. Because CSOs generally have the advantage of being able to concentrate on activities relating to the needs of the poor, they are more likely to be trusted by the poor" (Masibambane NSC, Draft CSO Framework, 2005, p. 12).

The argument for civil society participation in services delivery is further strengthened by the contention of Steytler *et al.*:

> "...good governance is about moving beyond government's control and regulatory function towards a proactive and facilitatory role that unleashes capacity and creativity within civil society. LG has to move beyond its regulation of activities within its domain and enter into an equal dialogue with participants which will create new democratic 'rules of the game.' There is a clear implication that communities will

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> be called upon to interact with local government beyond the conventional boundaries of representative democracy. The SA Constitution states that good governance will be realized through a proper balance between representative and participative democracy" (Steytler, *et al*., in Hollands. And Ansell (Eds), 1998).

Although considerable progress has been made with collaboration among stakeholders in the water services sector, this has proven to be particularly difficult to achieve according to Jones and Williamson (2005). This tardiness to enter into meaningful and appropriate partnerships has led to fragmented and incoherent approaches to the implementation of water services policies and frameworks, particularly on the part of WSAs who hold the primary responsibility for water services delivery. They suggest the Water Services Sector Leadership Group (WSSLG) – a national forum of water sector leaders functioning under the Masibambane Co-ordinating Committee (MCC) – can play an important role to strengthen collaboration in the sector:

> "The purpose of the WSSLG was for the leaders of sector partners to share a common vision and work in alignment to meet national objectives and sector goals. The WSSLG would enable partners to provide policy and strategic input whilst aligning their approaches to each other" (Jones, *et al*., 2005, p. 24).

It is the researcher's view that not sufficient attention is being given to the broader aspect of water services delivery models appropriate for rural services delivery which utilises civil society organisations as effective vehicles to ensure reliable and sustainable water services to the rural poor. Thus Jones and Williamson states again:

> "Civil society groups and non-governmental organisations, although present [in MCC and WSSSLG], are relatively subdued members of the partnership given the preponderance of government approaches to services delivery, the limited space for genuine civil society participation, and the dominance of the ANC throughout government structures which makes it difficult for civil society to compete for ideas… This hostility to civil society in general (including NGOs and CBOs) extends beyond the advocacy and 'watchdog' roles to the service and 'software' delivery functions that they have played in the past" (Jones, *et al.,* 2005, p. 29).

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In a discussion paper to establish collaborative relations between CSOs and local government the National Steering Committee (NSC) of the Masibambane Civil Society Support Programme (MCSSP) argues:

> "CSOs (CBOs and NGOs) are not-for-profit organisations, working from a generally strong community upliftment ethos. …CSOs are different from the private sector because their approach is focused on combining service delivery with developing people and building social capital. …CSOs, with their knowledge base and understanding of community dynamics and role players, are able to play an important role in implementing services, particularly in rural areas" (Masibambane NSC, 2005, pp. 12-13).

Similarly, Klarenberg and Masondo (2005) promotes the appropriate use of CBOs in managing water services through municipal community partnerships. They concur with Cranko, *et al.* (1999) that:

> "Municipal Community Partnerships (MCPs) are an example of one institutional strategy that can help meet developmental needs at local level. …They are service delivery and governance vehicles that, in the context of meeting developmental needs of poor people with respect to all municipal functions, sometimes demonstrate a competitive advantage over other approaches" (Masibambane, 2005, pp.7-8).

2.6 Social capital

Hyden describes 'social capital' as "the normative values and beliefs that citizens share in their everyday dealings," while 'civil society' is seen as the "forum in which habits of the heart and the mind are nurtured and developed." Hyden comes to the conclusion investment in both social capital and civil society are necessary to achieve democracy and, by implication, development" (Hyden in Burbidge, 1998, p.17).

In his paper on "Infrastructure and Service Delivery in South Africa," Khosa makes this rather prophetic prediction on the likely outcome of poor services delivery by municipalities. This is evidenced by the upsurge of community demonstrations and violent struggles occurring since 2005, against poor municipal services delivery:

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> "The benefits of the new infrastructure policies are, however, unevenly shared. It is likely that pockets of those who do not have access to better and affordable infrastructure and services will continue to organize, lobby, protest and even struggle for a more equitable share" (Khosa in Parnell, et al., 2002, p.154).

Based on the results of a survey on "Cost recovery, cutoffs, and affordability of municipal services in SA," conducted in July 2001 (McDonald, *et al.*, 2002, p.162), which showed an estimated 10 million South Africans suffered water supply cutoffs for non-payment of service bills, McDonald comes to the conclusion:

> "The statistics presented here (in the survey) are sobering. They offer a picture of post-apartheid service delivery that is, at best, plagued by affordability problems and overly aggressive bureaucrats bent on recovering costs, and at worst, a deep failure on the part of government (both local and national) to ensure an affordable supply of essential services to all. That government has not been closely monitoring and evaluating the scale and character of service cutoffs and affordability is itself deeply concerning" (McDonald, *et al.*, 2002, p.176).

From this conclusion, it is evident there is a need for municipalities to implement municipal services that are reliable and affordable in order to establish co-operative and collaborative relations with their respective constituent communities. Such relationships need to be mutually beneficial to communities as consumers of services and to municipalities, in order to reach their services delivery imperatives. The result would be a reservoir of social capital that will benefit local developmental initiatives.

The White Paper on Local Government states: "...Local government has a key role to play in building social capital – this sense of common purpose to find local solutions for increased sustainability" (R.S.A., DPLG, 1998, p. 21). This requires a form of a reciprocal trust relationship between citizens on the one hand, and local government on the other.

Harrison argues social capital is a form of development resource that local government can utilise to enhance services delivery (Harrison in Parnell, *et*

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al., 2002, p. 220). Where there is an active civil society involved in community (horizontal) level projects and activities through association, consciousness of government services delivery is raised. This puts pressure upon government agencies to be responsive to community needs.

There is also a greater willingness on the part of citizens to co-operate with government (Putnam, 1993 and Evans, 1996 in Parnell, *et al.,* 2002, pp. 220-222). The participation of NGOs in pro-poor PPPs addressing the impact of municipal services upon the poor is being suggested by Plummer as an important element of a broader municipal poverty strategy which can be pursued through:

- Developing a better understanding of the characteristics of poverty,
- Defining the needs and objectives of the poor in relation to services,
- Identifying the key issues of concern to local communities and households, and
- Identifying the key stakeholders and assets supporting existing livelihoods (Plummer, 2002, pp. 47-49).

Cranko *et al.* cites the deepening of democracy as one of the key motivating factors from a municipal perspective in the establishment of successful municipal-community partnerships (MCPs):

> "Partnerships are perceived as essential in cultivating a participative ethos which enhances democratic relations through community-based development and advocacy processes."

A critical element of MCPs as alternative service delivery and governance mechanisms is "community empowerment and deepening of the democratic contract at the local level." The overriding objective of MCPs is to help reduce poverty and empower communities (Cranko, *et al.*, 1999, pp. 26-31).

Societal traits such as peaceful dialogue, transparency, flexibility and listening contribute towards a society's social capital according to Bothwell:

> "The more social capital a society has, the more efficient its transactions and the more productive it is. The government runs

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better. The economy functions better. Thus, the measurement of the levels of trust, tolerance, and these other individual behavioural traits, might tell us a lot about how healthy civil society is" (Bothwell in Burbidge, 1998, p. 249).

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Chapter 3 – Research Methodology

3.1 Introduction

This chapter outlines the research design adopted by the researcher and includes justification for an inductive qualitative research approach. Research methodology includes:

- Research design and case study;
- Primary and secondary data;
- Literature review;
- Questionnaire design;
- Sampling of the case and sampling of respondents from the case population;
- Conducting of interviews and collection of field data;
- Content analysis; and
- Conclusions and recommendations.

3.2 Qualitative research approach

The subject matter of this research study relates to community participation in issues of governance and services delivery, which permeates government's development discourse. In the choice of research method, one is influenced by this paradigm, and agrees with the view expressed by Guba and Lincoln as quoted by Christians (2005):

"Questions of method are secondary to questions of paradigm, which we define as the basic belief system or world-view that guides the investigator" (Christians in Denzin, *et al.*, 2005, p. 158).

The researcher is strongly in favour of government's community participatory development discourse, and is a protagonist for municipal-community partnerships as part of the Mvula Trust's sustainable community development ethos. The decision to adopt an inductive qualitative research approach is thus influenced by the need for one to obtain a greater

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understanding of the tendency in WSA policy making that seems to negate the role of civil society organisations (CSOs) in water services delivery.

Key issues influencing water services provider decision-making would need to be isolated, in order to propose strategies which would take CSOs into account as viable water services delivery options. Community water services provision is a public policy issue needing to be addressed with urgency, considering the huge services backlogs in South Africa. As stated by Travers:

> "The objective of any applied research project …needs to produce findings which are useful to the organisation which has commissioned the research, or which succeed in generating debate about public policy" (Travers, 2001, p. 180).

Various descriptions are being offered by scholars to define the "qualitative research paradigm." Babbie and Mouton refer to it as:
"that generic research approach in social research according to which research takes the departure point as the inside perspective on social action. …The goal of (qualitative) research is defined as describing and understanding, rather than the explanation and prediction of human behaviour" (Babbie, *et al*., 2006, p 53).

3.3 Research design and case study

Research design and methodology draws from inductive qualitative and investigative approaches which include characteristics from case study methods, grounded theory and bricolage. Nieuman (2006, p.157) says: "...qualitative researchers use a language of case and context, employ bricolage [methods appropriate to the context], examine social processes and cases in their social context, and look at the interpretations or the creation of meaning in specific settings."

Leedy, *et al.*, (2001, p. 35) refers to "inductive reasoning (as) not beginning with a pre-established truth or assumption, but with an observation."

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Babbie and Mouton elaborates further with "...the qualitative researcher begins with an immersion in the natural setting, describing events as accurately as possible, as they occur or have occurred, and slowly, but surely build second-order constructs ...and ultimately, a theory that will make sense of the observations" (Babbie, *et al*., 2006, p.273).

The view that qualitative research reflects on phenomena in natural [real] situations, and in complex environments is also shared by Leedy, *et al*., (2001, p. 147), Merriam (2002, p. 28) and De Vos, *et al.* (2005, p. 75). Merriam emphasises the view that "a qualitative case study is an intensive, holistic description and analysis of a single instance, phenomenon, or social unit" (Merriam, 2001, p.27). The case is also referred to as "a bounded system …in which the boundaries have a common sense obviousness" (Adelman, *et al.*, in Merriam, 2001, p. 28).

The study utilises the Mvula Trust project implementation model as implemented in Tshiungani village as a case study of CSO participation in water services delivery. This is in the context of municipal-community partnerships with the WSA, namely the Vhembe DM, and will make observations and recommendations on the efficacy of such a partnership.

An instrumental case study is described by Fouche in De Vos *et al*. as being "used to elaborate on a theory or gain a better understanding of a social issue" (De Vos, *et al*., 2005, p. 272). Of interest would be to isolate some of the issues pertinent to municipal-community partnerships in water services provider decision-making to be considered by the relevant WSA. Qualitative case study methodology, therefore, lends itself as an appropriate research design. – "A qualitative case study is an intensive, holistic description and analysis of a single instance, phenomenon, or a social unit" (Merriam, 2002, p. 27).

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3.4 Primary and secondary data

Leedy, *et al*. (2001, pp. 95-97) distinguishes between primary and secondary sources of research data. Primary data refers to information that is "closer to the truth" and is derived from direct observation of a phenomenon or direct interaction with stakeholders. Secondary data is based upon primary information, and by its nature, further from the truth.

The conceptual framework of this research study is premised on the researcher's belief that municipal-community partnerships, through community management of water services, is a desirable model for sustainable rural community water supply. Information will, therefore, be sourced from institutions, persons and literature able to inform and elucidate key elements of the research question.

Primary data will be collected from field research which will include interviews and focus group discussions with key stakeholders and informants. Secondary information will be derived from the review of related documentation such as government policies and literature relating to the subject matter.

3.5 Literature review

The literature review is informed by the notion of the desirability of community management of rural water services where this is appropriate, and which is embedded in the South African government development's discourse (De Vos, *et al.*, 2005, p. 265). It describes theoretical perspectives and previous research findings related of the subject matter (Leedy, *et al.*, 2001, p. 70). Secondary data collection includes literature review of South African government policy frameworks and legislation, as well as literature of national and international experiences of civil society participation in municipal services delivery. It also contains published and unpublished material and searches on the World Wide Web.

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3.6 The questionnaire design

In order to collect information appropriate to address issues pertaining to the research question and relevant to the case, questions needed to be formulated in such a way as to facilitate easy data analysis (Miles and Huberman, 1994, pp. 83-85). Two questionnaires have been designed to allow for semi-structured discussion with respondents. These were conducted in individual interviews and in focus groups.

The first questionnaire (Appendix 1), for WSA and WSP respondents, seeks to determine the knowledge, attitudes and practices (KAP) of politicians and officials relating to rural water services as well as their awareness of issues of social capital. The questionnaire provided a framework for discussions relating to the following topics:

- Water services institutional arrangements.
- Knowledge of the Tshiungani II water supply scheme.
- WSP decision making (Section 78).
- WSP roles and functions.
- Civil society relations.
- Municipal/government and community relations (social capital).

The second questionnaire (Appendix 2), seeks to determine the knowledge, attitudes and practices (KAP) of community-based organizations related to their awareness of water supply management issues and relationships with their respective municipalities. The questionnaire provides a framework for discussion relating to the following topics:

- Water services institutional arrangements.
- Knowledge of the community (Tshiungani II) water supply scheme.
- WSP decision making (Section 78).
- CBO performing WSP functions.
- Community relations with municipality/government (social capital).

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3.7 Sampling of the case

The selection of the Vhembe DM and the Tshiungani II Village Water Committee as a case study is, in itself, the result of a sampling exercise to inform the research question's focus upon the general trend by Water Services Authorities (WSAs) in South Africa to down play the role of CSOs in rural water supply.

There were a total of 170 WSAs in South Africa tasked with the responsibility to decide their preferred water services supply mechanisms (Municipal Systems Act, 2000, s. 78). The Mvula Trust was responsible for implementing the Tshiungani II water project, and the triangular relationships among Vhembe DM, Tshiungain II Village Water Committee and the Mvula Trust. It lends itself as a case for this research study.

The case is "the unit of analysis; the sample" (Merriam, 2001, p. 60; Bless, *et al*., 2006, p.) which will inform us as to why it is WSAs prefer not to appoint CSOs as WSPs, or how CSOs should position themselves in developmental partnerships with WSAs. One, therefore, concurs with the point made by Merriam:

> "…we have a general question, an issue, a problem that we are interested in, and we feel that an in-depth study of a particular instance or case will illuminate that interest" (Merriam, 2001, p. 65).

Miles and Huberman also states:

> "Abstractly, we can define a case as a phenomenon of some sort occurring in a bounded context, The case is, in effect, your unit of analysis" (Miles, *et al*., 1994, p. 25).

3.8 Sampling within the case

Sampling within the case will be non-probability purposive [purposeful] (De Vos, *et al*., 2003, p.328; Merriam, 2001, p. 62).

Babbie, *et al.* state:

> "Sometimes it is appropriate for you to select your sample on the basis of your own knowledge of the population, the elements and the

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> nature of your research aims: in short, based on your judgement and the purpose of the study" (Babbie, *et al.,* 2006, p.166).

Key stakeholders who have a direct bearing in water services decision making and delivery in relevant water services institutions were identified as potential respondents. At the village level, the Village Water Committee, Tribal Authority, Ward Committee and a limited selection of householders were identified as respondents.

Specific informants will be selected by virtue of their positions within the various water services institutions and community structures. The research will use a mix of individual interviews and focus group discussions.

A qualitative interview is an interaction between an interviewer and a respondent in which the interviewer has a general plan of enquiry. It is essentially a conversation in which the interviewer establishes a general direction for the conversation and pursues specific topics raised by the respondent. It is flexible and iterative (Babbie, *et al.*, 2006; Greeff in De Vos, *et al.*, 2005; Ruben and Ruben quoted in Babbie, *et al*., 2006).

Focus group methodology is a way of collecting qualitative data which involves engaging a small number of people in an informal group discussion, focused around a particular topic or set of issues. It is a carefully planned discussion designed to obtain perceptions of a defined area of interest in a permissive, non-threatening environment. The moderator facilitates group discussion, actively encouraging group members to interact with each other (Babbie, *et al.*, 2006; Krueger quoted by Greeff in De Vos, *et al.*, 2005; Wilkinson in Silverman, 2006).

The list of informants below is informed by two types of sampling strategies. They are: the theory on which the desirability of community management of rural water services is based; and the need to attract the necessary political attention to effective municipal services delivery (Miles, *et al*., 1994, p. 28). Individual interviews will be held with the following categories of persons:

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- Vhembe District Municipality:
    - Municipal Manager,
    - Water service Manager,
    - Two political representatives [Councillors] with an interest in water services.
- Mutale Local Municipality:
    - Municipal Manager,
    - Councillor responsible for municipal services,
    - Tshiungani II Ward Councillor.
- DWAF – Limpopo Regional Office.
- DWAF official responsible for water services in Tshiungani II.
- Focus group discussion will be held with:
- Members of the Tshiungani II Village Water Committee
- Members of the Tshiungani II Ward Committee
- Members of the Tshiungani Tribal Authority

3.9 Data Presentation

According to Neuman (2006, p. 457) “qualitative data are in the form of text, written words, phrases, or symbols describing or representing people, actions and events in social life." One of the recurring features of qualitative research is analysis is done with words. “The words can be assembled, sub-clustered, broken into semiotic segments. They can be organized to permit the researcher to contrast, compare, analyse and bestow patterns upon them” (Miles, *et al*., 1994, p. 7).

The data collected in this research will be displayed in matrices, with descriptive summaries of the detail of each sub-section of the collected data. Miles and Huberman (1994, p. 11) describes data display as follows: “Generally, a display is an organised, compressed assembly of information which permits conclusion-drawing and action."

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The collected data will be categorized in relation to the knowledge, attitudes and practices (KAP) of WSA officials and CSO members.

3.10 Data Analysis

Data analysis in qualitative research transforms data into findings. It involves reducing the volume of raw information, sifting significance from trivia, identifying fundamental patterns and constructing a framework for communicating the essence of what the data reveals. (De Vos, *et al.*, 2005, p. 333). Leedy *et al.*, (2001, p. 161) proposes the data analysis spiral, based on the work of Creswell (1998) is a tool for in-depth data analysis. Key steps of this tool include organizing, perusal, classification and synthesis of data.

Information analysis will be subject to critical thinking methods (Leedy, *et al.*, 2001, p36). Where necessary, the validity of information will be tested through triangulation in order to identify common themes or patterns. Data considered useful will inform the research in accounting for information already at hand. Additionally, it will provide more evidence for an important theme; qualify existing information; and extend the area of information (Miles, *et al*., 1994, p. 31).

Based upon the research question and the assumptions articulated in the background to the study, the following themes will be considered for data analysis:

- Municipal policies in relation to water services provision.
- Municipal compliance with national policies and legislation in regard to developmental local government and local community empowerment.
- Municipal strategies and practices to encourage CSO participation in water services policy development.
- Municipal strategies and practices to encourage CSO participation in water services provision and supporting local economic development through water services.

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- Municipal water services procurement policies and practices and water services provider preferences.
- CSO capacitation to undertake water services provision responsibilities
- Measures required to ensure sustainability of water services provided by CSOs

3.11 Conclusions and recommendations

In this section of the research report, a summary will be provided of key observations and lessons gleaned from the study. And where appropriate, recommendations will be offered for action and, or future research (Wolcott, 2001, pp. 123-127).

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Chapter 4 – The Mvula Trust Project Implementation Model

This chapter outlines the principles and approaches of the Mvula Trust community development and project implementation model as applied in Tshiungani II village.

4.1 The Mvula Trust water services project implementation model

The Mvula Trust is a dynamic learning organisation that has formulated its own organisational vision in support of the national vision for water and sanitation provision, as set out in the Strategic Framework for Water Services (R.S.A., 2003) and the Water Services Act (R.S.A., 1997). It has explicated the emerging policies and legislative measures to transform local government into developmental entities which allows for community participation, for the provision of equitable and affordable water services. Its corporate objectives include:

- The provision of sustainable potable water supply and sanitation to rural communities.
- Strengthening and supporting capacity of community and local government stakeholders in the community water services sector (CWSS).
- Empowering local community-based stakeholders in the rural CWSS sector.
- Influencing government policy-making for an enabling delivery environment, and support local government's development imperatives.

The Mvula Trust's approach is based upon the following development principles:

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- Communities should be empowered for optimum participation in delivery of operations and maintenance. Special attention should be given to the participation of women and youth.
- A holistic approach to the use of water resources, including its utilization towards local economic development. Support to local government's leading role in local development, guided by local community needs, allowing for rapid decision-making to bring services to disadvantaged communities, as well as incrementalism in sustainable local economic growth.
- The Mvula Trust supports a project cycle providing a developmental framework with emphasis upon local participation, community skills and economic development, and management at the lowest appropriate skills level.
- The Trust has played a leading role piloting innovative water services delivery mechanisms. Through these innovations the Trust has been able to influence national water services policy for rural water supply. New legislation and policy frameworks are being developed to facilitate the implementation of the Constitutional imperatives of local government to provide sustainable and affordable water services (Hagg, 1998; Palmer, 1998; Mvula Policies Version 8, 2000; Rall, *et al.*, 2001).

Key advantages of the Mvula Trust implementation model include the following:

- The model promotes community empowerment.
- The model ensures the elements necessary for sustainability are addressed and monitored through community management and community-based institutional models.
- The model is a viable one for isolated rural areas where community-based management has ensured sustainable services (NCDS, 2000, p. 10).

Some of the disadvantages of the Mvula Trust community management model include the following:

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- Project implementation takes extended periods of time as the training and capacitation of community members in management skills and O&M require time.
- The model works well in relatively small rural schemes, and does not lend itself for replication in larger settlements, where complicated technologies are required.
- Community management requires ongoing hands-on support over extended periods of time, which could prove to be problematic to municipalities with limited staff capacity.
- In the absence of a free basic water policy, as is the case in Thsiungani II village, the cost of having to pay for the water service adds to the survival burden of poor and vulnerable households.
- The success of the model depends largely on the goodwill and support of the local traditional authority, the trust relationships among community members, and the levels of confidence they put in the community-based management structure.

4.2 The model as applied in Tshiungani II Village community management water supply scheme

The Mvula Trust model places strong emphasis upon community empowerment and local development. The following is a description of the Tshiungani Village community water supply scheme. It illustrates the long-term feasibility of a community management model in a rural context.

Tshiungani II has an estimated population of 905 people, occupying some 190 stands. It is situated approximately 70 kilometers north east of Thohoyandou, in the Mutale Local Municipality within the Vhembe District Municipality. This is one of the poor rural villages in Limpopo Province where some basic services are still not provided.

The community water supply project was implemented by the Mvula Trust in 1997. The infrastructure consists of:

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- A borehole fitted with a diesel pump,
- A 65kilo-litre brick reinforced concrete reservoir,
- A separate pumping main from the distribution point to allow a gravity feed reticulation,
- 3100 meters reticulation pipe works and 12 communal standpipes, and
- A communal water trough for livestock.

Since completion of the project, the water scheme has been managed by the Village Water Committee. Operations and maintenance of the system is conducted by the local operator. Each household contributes R10.00 per month to cover operations and maintenance (O&M) costs.

Members of the Village Water Committee received training in elementary project management, administration skills, community relations, conflict resolution, financial management, all aspects of operations & maintenance, as well as health and hygiene education. Mentorship support was provided by Mvula for a period of one year following project completion.

4.2.1 Institutional arrangements

The Vhembe District Municipality is the authorized Water Services Authority. An interim service level agreement between Mutale DM and Vhembe DM (WSA) was entered into in October 2005. The DWAF District Office provides additional technical support to Mutale LM and the Tshiungani II water scheme.

The Vhembe DM is currently still in the process of deciding its WSP preferred options in terms of S78 of the Municipal Systems Act. Various meetings and consultations were made with the Ward Councillor, Mutale LM officials and Vhembe DM officials to promote the concept of a municipal-community partnership. This was represented by the Tshiungani II VWC, as a viable option, as an external WSP within the area of jurisdiction of the Vhembe DM. Alternatively. a CBO local management arrangement could

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serve as an extension of the WSP activities where an internal WSP option – such as having the Mutale LM as the preferred WSP, is being explored.

Mutale LM had agreed to Tshiungani II VWC performing the following functions:

- Operate the water service provision system,
- Collect Revenue payments for water services,
- Handle customer relations – attend to community problems in relation to water services,
- Manage human and technical resources – looking at security issues relating to equipment, pumps, machines and managing the operator.

Presently, the Tshiungani II Village Water Committee continues to manage water supply services to the community as the *de facto* water services provider.

4.2.2 Key features of the Tshiungani II Community-based management model

- The Tshiungani II Water Committee has been responsible for the management of the community water supply scheme since 1997 and continues to do so.
- The Water Committee consists of 5 members, of which 3 are women. A special O&M committee is responsible for direct oversight of the operator and the overall functioning of the scheme.
- The tribal authority fully supports the water scheme and serves as the base from where the Water Committee functions.
- Communal tap stand leaders are responsible for taking care of the street taps. Each tap stand has a small O&M committee who helps the operator keep the system up to acceptable standard. Tap stand leaders are responsible for O&M needs of their respective taps. The tap users are also responsible to report any breakdown to the O&M committee.

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- The operator is responsible for routine inspections and regular maintenance of the system, water use audits, minor repairs to the diesel pump and reservoir, and making regular reports to the Water Committee on the status of the water supply system.
- Water runs every day and is available from morning till sunset. It takes 40 seconds to fill up a 25 liter container.
- Each household contributes R10.00 per month towards operating costs. Approximately R2000 per month is being collected, with very few households defaulting on payments.
- Monthly O&M costs include:
    - Operator's stipend R300.00
    - Diesel supply including transport R820.00
    - Minor maintenance and consumables R250.00
    - Major maintenance fund (varies) R630.00
    - Total R2 000.00
- Support is provided by the Mutale LM when there are major technical breakdowns.
- There have been no illegal/unauthorized yard connections or modifications made to the system by community members.
- Community members are happy with the level service and the reliability of the water supply.

4.2.3 General comments

The Tshiungani II community-based management model has operated successfully for nearly ten years, and has demonstrated its viability as a long-term sustainable model. Water is flowing everyday, cost recovery is in place, maintenance and repair is happening as required.

One would, however, want to point out the possible pitfalls of the model should there be a failure of commitment on the part of the responsible CBO or where there are tensions among community members or where the traditional authority is not supportive. Extended disruptions, when there are

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major technical breakdowns as a result of shortage of resources and appropriate skills, can largely undermine implementation and long-term sustainability of the community management model. The need for cost recovery among poor community members, where there is no direct funding from the responsible WSA, could increase the burden of hardship upon vulnerable households.

Ongoing efforts need to be made to utilise the Tshiungani II community management project as an advocacy model to demonstrate good practice in rural water supply, where there are reciprocal relationships between communities and municipalities. Adoption of a CBO model as a viable alternative external model could herald a new approach to WSP options for decision making, with the prospect of replicating the model in similar rural settings (Mvula Trust, 2006a, pp. 16-20).

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Chapter 5 – Data presentation

In this chapter the data collected during the study is presented. The data is being presented in two sections, made up og matrices and summaries of the detail:

- Responses to the WSA questionnaire
- Responses to the CBO questionnaire

5.1 Introduction

Field data collection proved to be extraordinarily difficult since municipal and government officials were difficult to locate. Cancellation and postponement of appointments were regular occurrences. This also added to the cost burden of the research, resulting in the researcher depending on colleagues in the Mvula Regional Office in Polokoane, to conduct some of the interviews. A further constraint for the researcher was that all community interviews and focus group discussions were spoken in TshiVhenda, which meant that a great deal of the detail and inferences and nuances may have been missed by the researcher.

Individual interviews were held with the following categories of persons:
Vhembe District Municipality (WSA)

- Assistant Technical Manager

Mutale Local Municipality (Interim WSP)

- Assistant Technical Manager

DWAF Limpopo Regional Office (Water Services Support to Mutale LM)

- Community Development Officer
- Official responsible for water services in Tshiungani II in the Vhembe DM.

Focus group discussions were held with:

- Members of the Tshiungani II Village Water Committee

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- Members of the Tshiungani II Ward Committee (only one person available on the day of the appointment)
- Members of the Tshiungani II Tribal Authority
- Two separate groups of householders consisting of five persons each.

5.2 Responses to the WSA Questionnaire

5.2.1 Respondents

Individual interviews were held with the following persons (See Appendix 3 for details):

- The assistant Manager, Technical services of the Vhembe DM (WSA).
- The Assistant Technical Manager of Mutale LM (Interim WSP).
- Community Development Officer of DWAF, based at Thoyande, who is responsible for support to Tshiungani II village (DWAF Support Services).
- Community Development Officer of DWAF, based at the Polokoane Regional office (DWAF Support Services).

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5.2.2 Institutional Arrangements

Respondents' knowledge of the water services institutional arrangements

Respondents	Eric Masakona – Vhembe DM	Rolter Chovakale – Mutale LM	Jethro Monareng – DWAF	Mulimisi Negudzinga – DWAF
8. Water Services Authority (WSA)	Vhembe DM	Vhembe DM	Vhembe DM	Vhembe DM
9. Local Municipality	Mutale Lm	Mutale LM	Mutale LM	Mutale LM
10. Approved Water Services Provider (WSP)	Mutale LM – interim arrangement	Interim WSP agreement between Vhembe, Mutale and DWAF)	Interimly Mutale LM	Interim service level agreement
11. WSP Contact Name and Telephone	Rolter Thovakale	Rolter Thovakale 0159679000	Mutale – 0159679000	Mutale LM – 0159679000
12. Name of Pilot Community (Village)	Tshiungani	Tshiungani II	Tshiungani Community	Tshiungani Community
13. Ward Name and Number	Don't know	Ward 6 – not sure?	Don't know	Don't know
14. Name and contact details of Ward Councillor	Mr Tshinavhe	Mr Tshinavhe	Don't know	Mr Tshinavhe
15. Is there a Ward Committee	Yes	Yes	Not sure	Yes

5.2.2.1 Summary of Institutional Arrangements:

Vhembe DM is the WSA and Mutale LM in the local municipality. Mutale LM is the Interim WSP and Rolter Thovakale is the WSP contact person in Mutale LM. All were aware of the water scheme at Tshiungani II village, but they did not know in which Ward the pilot was situated. Councillor Tshinavhe was identified as the Ward Councillor, probably because he is the Water services Portfolio councilor in Mutale LM. There is a Ward Committee for the area within which Tshiungani II falls.

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5.2.3 Pilot community water scheme/project

Respondents' knowledge of the water supply scheme at the pilot site in Tshiungani II Village.

Respondents	Eric Masakona – Vhembe DM	Rolter Chovakale – Mutale LM	Jethro Monareng – DWAF	Mulimisi Negudzinga – DWAF
16. What is the level of water service provided in Tshiungani?	RDP standard	RDP – basic	RDP standard	Not sure
17. Who is responsible for its daily Operations and Maintenance (O&M)?	Tshiungani Water Committee	Municipality and DWAF	Mutale LM	DWAF
18. Can you identify a contact person for the village O&M	No – the Ward Councillor co-ordinates	Mr D. Takalani (on leave)	No	Takalani Duncan ??

5.2.3.1 Summary of the pilot community water scheme/project:

The Tshiungani II has a basic RDP level water scheme, and the Tshiungani Village Water Committee, Mutale LM and DWAF have all been identified as being responsible for daily O&M. Mr Duncan Takalani, of Mutale LM, has been named responsible for the village O&M

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5.2.4 WSP decision making (Section 78)

Respondents' knowledge, attitudes and practices in relation to the WSP decision-making process undertaken by the WSA applicable for the pilot site in Tshiungani II Village.

Respondents	Eric Masakona – Vhembe DM	Rolter Chovakale – Mutale LM	Jethro Monareng – DWAF	Mulimisi Negudzinga – DWAF
19. Who is the designated WSP for Tshiungani	Mutale LM	Not yet decided – Mutale is Interim WSP – Infra-bureau are consultants facilitating S78 process There is a set programme being followed	Interimly Mutale LM. The DM entered into a service lever agreement with all the LMs in its area	Mutale LM has been appointed in the interim
20. How was the Section 78 (WSP decision making) process followed by the WSA, and which options were considered?	The process is not complete yet	See S78 programme (this programme was not provided)	Internal assessment has been completed, check the capacity of the WSP, if they could provide the service	– Retail – appointment of the LMs in the district – Bulk – the DM proposed to do it themselves with the secondment of DWAF staff to the DM
21. To what extend did the Tshiungani community participate in the Section 78 process?	Through representation by the Councillor	– Community meetings were held – Input made by municipality on behalf of communities	By law water committees need to be considered but when consultants facilitates the process they are not considered	The community participate in the forums and the ward committees which in turn submit to the WSA

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5.2.4.1 Summary of WSP decision making (Section 78):

The section 78 process is not yet complete and Mutale LM is presently the Interim WSP as part of a general arrangement Vhembe DM has made with all the LMs within its area of jurisdiction. Detailed information on how the S78 process was followed was not provided.

An opinion was expressed that retail water supply to households will be provided by LMs and Vhembe DM. Bulk water will be provided through the secondment (transfer) of DWAF water services staff to DMs in Limpopo Province. The Tshiungani II community's involvement in the S78 process was limited to presentation by their ward councilor, and by input made by Mutale LM. Community meetings were also held. It was also stated that the community participated in forums, following which, the Ward Committees made submissions to the WSA.

5.2.5 WSP roles and functions

Respondents' knowledge, attitudes and practices in relation to the roles and functions of the incumbent WSP.

Respondents	**Eric Masakona – Vhembe DM**	**Rolter Chovakale – Mutale LM**	**Jethro Monareng – DWAF**	**Mulimisi Negudzinga – DWAF**
22. What are the duties/functions of the designated WSP in relation to the Tshiungani water scheme?	Water provision on a daily basis	– Community reports to municipality (VWC) – Maintenance done by DWAF – Repairs by municipality	The WSP is expected to provide both bulk and reticulation, but depends on the circumstances within the area. In some cases, these are provided by two entities	– Ensuring that water is reticulated effectively – Provisioning of water to the consumers – Collecting revenue

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23. Name other water services institutions involved in the Tshiungani water scheme. Name their roles and functions.	Mutale LM - DWAF	DWAF - maintenance - supplies	DWAF – assist in the maintenance of the scheme	– Conserving, protecting the scheme – Community – ensuring the by-laws are guided by the communities needs – Mutale LM – co-ordinate, provide the service – DWAF – regulate; whatever happens is in line with the policy – provide support
24. How is the cost per household for water supply provision calculated	It was decided by community on what basis. Not sure	– Global cost for Mutale – R10 million per annum – Population: 78122	Don't know	– It has to be community driven – Situations differ from one another – Urban and peri-urban need to have by-laws to govern them

5.2.5.1 Summary of WSP roles and functions:

The WSP at Tshiungani II village is responsible for effective daily water provision, including revenue collection. Water provision could be both bulk supply and reticulation to households. In Tshiungani II, the VWC submits community reports to Mutale LM, maintenance is done by DWAF, and repairs

Mutale LM is responsible for the Tshiungani II. DWAF assists with the maintenance of the scheme and also provides supplies such as Chlorine tablets and parts. DWAF also regulates the scheme to comply with policies and provides support.

At Tshiungani II, the community decided on the amount to be charged for water supply. Charges should by based on bylaws. The global costs for

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water supply provision to a population of 78 122 in Mutale LM is R10 million per *annum*.

5.2.6 CSO relations

Respondents' knowledge, attitudes and practices in relation to the existence and roles and functions of civil society organizations, and how the respondent relates to CSOs.

Respondents	**Eric Masakona – Vhembe DM**	**Rolter Chovakale – Mutale LM**	**Jethro Monareng – DWAF**	**Mulimisi Negudzinga – DWAF**
25. Name the NGOs in the CWSS sector in your area of jurisdiction	Mvula Trust	Mvula Trust	Mvula Trust	Mvula Trust
26. What is your exposure to the CWSS sector NGOs	Have worked with NGOs for a long time and do understand their way of operation	No other	Have been involved in NGO work for about 4 years	DWAF has been involved with NGOs though previously, it has been difficult
27. Would you consider appointing a NGO or a CBO as a WSP? **If Yes, state why:** **If no, state why not**	Yes. They would be able to respond to the needs of the people as they are also part of them No. There must be an intensive training on water services provision	**Yes**, Able to get funding to run project **No**. Focus on one village problematic. Need to cover a wider area.	**Yes**, they ensure sustainability and community ownership of project through community engagement. But they need to show capability to deliver service **No**, the process that NGOs/CBOs follow takes long and this results in projects taking long to complete	**Yes**, their specialty in community driven and their involvement with other stakeholders will ensure that water services provision runs well **No**. The only problem with using NGO/CBOs in WSP is lack of capacity. I think they can be appointed as WSP

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28. What role can CBOs play in water services?	– Management of the scheme e.g. repair of minor breakdowns – Collection of revenue	Deal with all relevant water issues and report to municipalities	– The MandE of the system\ – Ensuring community ownership – Ensuring that the scheme is working according to specifications	Rooted within the community, the CBOs will be able to identify the needs of the community and ensure that the communities own the schemes. There will not be issues of vandalism

5.2.6.1 Summary of CSO relations:

The Mvula Trust has been identified as an NGO in the CWSS sector, and although respondents had exposure to the NGO sector in various degrees, no other NGOs were named as being active in the CWSS sector.

Respondents will appoint NGOs and CBOs as WSPs for the following reasons:

- They would be able to respond to the needs of the people as they are also part of them.
- They are able to get funding to run the project.
- They ensure sustainability and community ownership of project through community engagement. But they need to show the capability to deliver service.
- Their specialty is community driven and their involvement with other stakeholders will ensure water services provision runs well.

Respondents will not appoint NGOs and CBOs as WSPs for the following reasons:

- There must be intensive training on water services provision.
- Focus on one village is problematic. Need to cover a wider area.
- The process NGOs/CBOs follow takes great amounts of time and this results in projects taking a long duration to complete.
- The only problem with using NGO/CBOs in WSP is lack of capacity.

The roles CBOs can play in water services include:

- Management of the scheme – such as repair of minor breakdowns

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- Collection of revenue
- Deal with all relevant water issues and report to municipalities
- The monitoring and evaluation (M&E) of the system
- Ensuring community ownership
- Ensuring the scheme is working according to specifications
- Since they are rooted within the community, the CBOs will be able to identify specific needs of the community and ensure the communities own the schemes. There will not be issues of vandalism.

5.2.7 Municipal community relations (Social capital)

Respondents' knowledge, attitudes and practices in relation to the existing relationship with Vhembe DM (WSA) and/or Mutale LM (Interim WSP) and the pilot site in Tshiungai II Village.

Respondents	**Eric Masakona – Vhembe DM**	**Rolter Chovakale – Mutale LM**	**Jethro Monareng – DWAF**	**Mulimisi Negudzinga – DWAF**
29. What is the role of the Community Development Worker (CDW) in Tshiungani?	Facilitate communication between the community and municipality	Yes there is a CDW. Do not know role	– Establishment of PSCs at village level – Ensuring that PSCs understand their roles and responsibilities	Link between the community and the government. Work with the people on the ground

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30. What are the respective roles of the ward Councillor and ward Committee in Tshiungani?	Facilitating and acting as the bridge between the community and the municipality	Community members (VWC) contributes to issues in Ward Committe	– Prioriti-sation of community needs – Community mobiliza-tion Oversees the progress of projects implemented in the community	Overall management/super-vision of projects that are being implemented in the area
31. What is your perception of the Tshiungani community's relations with your municipality ? (Good or Bad)	Good – There is no direct interaction between Vhembe DM and Tshiungani Village, but they have a good relationship with Mutale LM	Good relationship – no problems encountered – municipality is responsive to requests for assistance	Not applicable – the respondent is within the regional office and the district deals with the community directly	Good, the councillor relates well with the community in a way that shows that they are part of them not as outsiders
32. Besides water supply, What are the other services your municipality provide to Tshiungani? Which of these are free basic services?	– Housing – Sanita-tion – Food parcels	– Housing – Sanitation – Roads – Electricity (program matic implement ation	Not sure	– Electricity – Housing – Sanitation

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33. How does the Tshiungani community respond to requests for community participation in municipal matters?	They respond well as they send a ward committee member to represent them	Very good response for people eg. Imbizo's (100 percent participation in elections)	Reluctantly due to promises that were not fulfilled. As such, communities lost hope in government and they only start to act when they see progress	IDP Representative forum starts at the ward committee level, then take up issues with the municipality and the community participate well
34. Describe your cost recovery measures for water services.	Currently, there are none in the rural areas, but as soon as services are upgraded, measures will be put in place	Presently free water supply (people have to pay for yard connections) - Connection fee R750/hh - Consumption	There is a section that deals with cost recovery within DWAF	There are campaigns to inform people about cost recovery issues. Councillors and traditional healers are used to gather information on the ground
35. How successful are your cost recovery measures?	Not successful where applied due to the level of poverty in our communities	– Majority of people will pay – Indigents register monthly income < R1100 Communal taps free	Don't know	It is not easy, though it is happening in other areas. For those communities that use diesel pumps, it is easy and the by-laws need to be developed to ensure that there is proper monitoring of the implementation.

5.2.7.1 Summary of municipal community relations (Social capital):

The roles of the Community Development Worker (CDW) in Tshiungani II are As follows:

1) to facilitate communication between the community and municipality;
2) to establish PSCs at the village level;
3) to ensure PSCs understand their roles and responsibilities;
4) to act as a link between the community and the government; andwork with the people on the ground

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The roles of the Ward Councillor and Ward Committee in Tshiungani II include facilitating and acting as the bridge between the community and the municipality, plus the overall management and supervision of projects being implemented in the area. As well, they are responsible for prioritisation of community needs, community mobilization, and overseeing the progress of projects implemented within the community.

Perceptions of the Tshiungani community's relations with the municipality (Vhembe DM and Mutale LM) – There is a good relationship with the Vhembe DM, although there is no direct interaction between Vhembe DM and Tshiungani II Village. This positive relationship is based upon Tshiugani II's equally good relationship with Mutale LM. Mutale LM is responsive to requests for assistance and the councillor relates well with the community in a way that demonstrates they are part of the municipality, not outsiders.
Services, other than water supply, the municipality provides to Tshiungani II include free basic household sanitation, electricity and food parcels. In addition, housing and roads are also being provided.

The Tshiungani II community's responses to requests for community participation in municipal matters are good since they have a ward committee member to represent them. They attend *imbizo's* and there was 100 percent participation in the elections. At times, there is reluctance to participate as a result of promises not fulfilled in the past. Many villagers have lost hope in government and they only start to act when they see progress first-hand. The IDP representative forum starts at the ward committee level, then takes up issues with the municipality.

Currently, there are campaigns to inform people about cost recovery issues. Councillors and traditional healers are used to gather information on the ground. However, cost recovery measures are generally unsuccessful where applied, owing to the high level of poverty in the rural communities.

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Water is delivered free of charge to communal taps in rural areas and a register of indigents is kept of households having a monthly income of less than R1100.00. This is a very different situation than in urban areas, where people must a yard connection fee of R750/hh. Additionally, those urban consumers must also pay monthly rates for their water consumption.

Therefore, cost recovery is not an easy undertaking in the countryside, although it is happening in some areas. However, as soon as services are upgraded, these measures will have to be put in place. In the meantime, by-laws need to be developed to ensure there is proper monitoring of the implementation of cost recovery strategies.

5.3 Responses to the CSO questionnaire

5.3.1 Respondents

Individual interviews and focus group discussions were held with with the following persons (Refer to Appendix 3 for details):

- Three members of the Tshiungani II Village Water Committee.
- A representative of the Ward Committee.
- Chief Phuravhathu of the Tshiungani II Tribal authority.
- Two groups of five each, of community members.

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5.3.2 Institutional arrangements

Respondents' knowledge, attitudes and practices in relation to the water services institutional arrangements

Respondents	Tshiungani Village Water Committee	Ward Committee	Tribal Authority Chief Phuravhathu	Tshiungani II Village 1	Tshiungani II Village 2
8. Water Services Authority (WSA)	The respondents did not understand the concept of a WSA. After this has been explained, they indicated no knowledge of the WSA.	Vhembe DM	Don't know	Don't know	Don't know
9. Local Municipality	Mutale LM	Mutale LM	Mutale LM	Mutale – only known as municipality They cannot differentiate between DM and LM	Mutale LM – only know as municipality; cannot differentiate between DM and LM
10. Approved Water Services Provider (WSP)	Respondents also had no knowledge of the WSP. They explained that they (VWC) are responsible for the local water project.	DWAF	Don't know	Don't know	Don't know
11. Ward Name andNumber	Ward 9 of Mutale LM	Ward No. 9	Ward 9	Only one person knew Ward No. 9	Ward No. 9
12. Name of Ward Councillor	Mr. Tshinavhe	Mr Tshinavhe	Cllr Tshinavhe	Cllr Tshinavhe (all)	Cllr Tshinavhe
13. Is there a Ward Committee	Yes	Yes	Yes	Yes (all)	Yes

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14. Name of Community Development Worker (CDW)	Not clear what CDW is – they think the ward representative is the CDW. They have no knowledge of a CDW.	Unknown	Don't have a CDW in their village	Don't know	Don't know
15. Do you participate in your Ward Committee Structures?	Their community representative attends ward meetings and related events and report back to them	Yes. Ward Committee member	Yes, a representative from the community attends meetings and update the community on the developments	Yes. There is a person representing them in the ward committee	Yes. Through the representative ward member

5.3.2.1 Summary of institutional arrangements:

All the respondents did not know what the WSA was, even after the concept had been explained to them. Nor did any of them know what the WSP was. VWC members indicate they are responsible for the local water project. Most respondents know Tshiungani II village form part of Ward 9, and the Ward Councillor is Mr. Tshinavhe. All confirmed there is a functional Ward Committee.

Respondents, except for the Ward Representative, did not know what a Community Development Worker was. Some community members thought the Ward Representative is the CDW. Participation in the Ward Committee structures is through their community representative. He attends meetings and related events and reports back to the community.

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5.3.3 Community Water Scheme/Project (Tshiungani II)

Respondents' knowledge of the water supply scheme at the pilot site in Tshiungani II Village.

Respondents	Tshiungani Village Water Committee	Ward Committee	Tribal Authority Chief Phuravhathu	Tshiungani II Village 1	Tshiungani II Village 2
16. What is the level of service of your water scheme?	Good services – 12 communal taps in streets. Since community has grown – service not extended to new hhs – have to walk to the nearest tap – for them no longer at RDP std – distance > 200m	RDP standard	RDP Standard, though with the extension of the village some households are more than 200m away from the nearest tap	They receive water through communal taps close to their houses. People living far away have long distances to walk.	They have water every day

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17. What is the functional status of your water scheme?	Operating 24 hr basis. Major breakdown during Sept 2006 – community without water for 2 weeks – engine failure – referred to Mutale LM who referred to DWAF – DWAF fixed engine. During this breakdown community had to buy water from 2hh with boreholes at R1.00 for a 25 liter container. They also used the old borehole mounted with a hand pump – this also broke down because of pressure. They used donkeys to fetch water from the nearby village about 4km away	Good	Good	Good. There is water every day.	Good, unless there is a major breakdown

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18. Who is responsible for its daily O&M?	VWC – daily checks of all pipelines and water flows from all taps – also minor repairs of broken taps	The village water committee	The village water committee	Mr. Mangwe (Phineas) who works for the water committee	Mr. Mangwe (Phineas) who operates the engine and is paid from the R10
19. Who is the WSP appointed by the WSA?	Do not know who the appointed WSP is –	DWAF	Don't know	Village Water Committee	Do not know
20. What role does the official WSP play in the Tshiungani water scheme?	Do not know what is a WSP and the role it has to play.	Don't know	None	The village water committee provide water, collect monthly contributions and purchase diesel	Do not know
21. Name other organizations that play a role in the water scheme.	– DWAF – Mutale LM	DWAF and Mutale LM	– DWAF – Mutale LM	DWAF	Water committee
22. What roles and functions do they perform?	DWAF - does actual major repairs - Provide water purifying tablets Mutale – communication channel between them and DWAF	Assist in repairing major breakdowns	Assist the water committee in fixing the scheme in cases of major breakdown	In cases of major breakdown they assist in fixing the engine	– Attending to water problem in the community – Collecting monthly contributions – Purchasing diesel and other equipment needed – Providing report to the community

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5.3.3.1 Summary of Community Water Scheme/Project (Tshiungani II):

Tshiungani II village has a basic RDP level of water supply service. There are 12 communal taps and they have water every day. However, now that the village has grown, people have far to walk more than 200m to the nearest communal tap and, for them, there is no longer a basic RDP level of service.

The scheme operates 24 hours daily. The scheme functions well unless there is a major breakdown of the system. There was a major breakdown during September 2006, when the community was without water for two weeks. This was as a result of engine failure.

The matter was referred to Mutale LM, who in turn, referred it to the DWAF. The engine was eventually repaired by the DWAF. However, during this breakdown period, the community had to buy water from two households who owned boreholes. They had to pay R1.00 for a 25 liter container. As well, they used the old borehole mounted with a hand pump to access water. – Unfortunately, this also broke down because of pressure. Finally, they used donkeys to fetch water from a village about 4km away.

The Village Water Committee is responsible for daily O&M. They undertake daily checks of all pipelines and water flows from all taps and do minor repairs of broken taps. Mr Phineas Mangwe, the scheme operator, was in particular referred to as being responsible for O&M since he is being paid a stipend from the R10 monthly household contributions.

Community members did not know who the WSP appointed by the WSA was and most said the VWC is the WSP. The VWC thought DWAF was the WSP, although they did not clearly understand the concept. In Tshiungani II village, the village water committee provides the water, collects monthly contributions and purchase diesel fuel to operate the pump. Other organizations playing a role in the water scheme are DWAF and Mutale LM.

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5.3.4 WSP decision making (Section 78)

Respondents' knowledge, attitudes and practices in relation to the WSP decision making process undertaken by the WSA, applicable in the pilot site in Tshiungani II Village.

Respondents	Tshiungani Village Water Committee	Ward Committee	Tribal Authority Chief Phuravhathu	Tshiungani II Village 1	Tshiungani II Village 2
23. How was the WSP decided upon?	Do not know what a WSP is – do not know how it is decided upon (no knowledge)	Don't know	Don't know	Don't know	Don't know
24. Did your CSO participate in the Section 78 decision-making process?	Do not know what S78 is (S78 process explained to them) They did not participate in such a process.	No	No	No	No
25. Was your CBO considered as a water supply mechanism/option (section 76) during the Section 78 process	Do not know	No	Don't know	No	No

5.3.4.1 Summary WSP decision making (Section 78):

All the respondents did not have any knowledge of this process. In all cases, the S78 WSP decision making process was extensively explained. All respondents stated they did not participate in such a process. They also did not know if their respective CSOs had been considered as WSP options.

5.3.5 CBO performing WSP functions

Respondents' knowledge, attitudes and practices in relation to the CBO performing WSP functions.

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Respondents	Tshiungani Village Water Committee	Ward Committee	Tribal Authority Chief Phuravhathu	Tshiungani II Village 1	Tshiungani II Village 2
26. What functions does your CBO perform in relation to water supply?	Management of the scheme and O&M	Work together with the VWC to deal with problems in relation to water supply	– Operate the system – Day to day O&M functions – Collect monthly contributions	As community members our role is to pay the monthly services	– Collection of monthly tariffs – Reporting status of project to community – Calling community meetings
27. Are there other functions your CBO can perform in relation to the water supply scheme	Collaboration with the sanitation-job-creation project to ensure that they have water	None	Extending the scheme to reach new sections of the village	Nothing	Refer to responses above
28. At what cost is your CBO providing the water supply service?	Income : each hh contribute R10.00 per month/hh/in +- R3000 (animals) Cost: Purchase of diesel 192 liters andR1200.00 . This last about 2.5 months. They also buy engine oil and pay the operator a stipend of R300 per month	Not applicable	R10 per household per month	The community contributes R10 per household	– Households pay R10 per month. – R300 is being paid to the operator

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29. Would you agree to your CBO being appointed as a WSP? Yes – why? No – why not?	No. Some of the challenges they will not be able to deal with, such as major breakdowns	**No**. Lack of training e.g. financial management. Relations between VWC and community are not as good, as a result the VWC would not manage without any external inputs	**Yes**. They have shown commitment to their work	Yes. It is easier to communicate with the water committee and things that affect the community. This might also address the issue of water payment	Yes. They are doing well in providing water to the community
30. Under what conditions (criteria) would you agree to your CBO being appointed as a WSP?	If the municipality is willing to support the community to deal with major breakdowns and training	If they get support from the LM	If the Mvula Trust would continue to provide support in terms of capacity building and training to the committee.	The municipality should start by upgrading the scheme before appointing the WSP	No response. (probed) The water committee is doing well

5.3.5.1 Summary CBO performing WSP functions:

All respondents understood this section as referring to the village water committee and could not suggest what further role they could play as individuals, or in their respective institutions except for the VWC. Functions the VWC can perform include;

- Management of the scheme and O&M
- Operate the system
- Day to day O&M functions
- Collect monthly contributions
- As community members, our role is to pay for the monthly services
- Work together with the VWC to deal with problems in relation to water supply
- Reporting status of project to community
- Calling community meetings

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The cost of the water supply service is being covered by each household in Tshiungani II by contributing R10.00 per month. This amounts to about R3000.

The scheme costs include:

- purchase of diesel 192 liters costs R1200.00. This lasts about 2.5 months.
- engine oil and accessories
- the operator is paid a stipend of R300 per month

Respondents would not agree to the CBO (VWC) being appointed as a WSP for the following reasons;

- They will not be able to deal with some challenges such as major breakdowns
- Lack of training – such as financial management.
- Relations between VWC and community are not necessarily good. As a result, the VWC would not manage without any external inputs.

Respondents will agree to the CBO (VWC) being appointed as a WSP for the following reasons;

- They have shown commitment to their work.
- It is easier to communicate with the water committee and things that affect the community. This might also address the issue of water payment.
- They are doing well in providing water to the community.

The conditions (criteria) under which respondents would agree to the CBO (VWC) being appointed as a WSP include:

- If the municipality is willing to support the community to deal with major breakdowns and training.
- If they get support from Mutale LM.
- If the Mvula Trust continues to provide support in terms of capacity-building and training to the committee.
- The municipality should start by upgrading the system before appointing the WSP.

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5.3.6 Community Relations with Municipality (Social Capital)

Respondents' knowledge, attitudes and practices in regarding existing relations between Vhembe DM (WSA) and/or Mutale LM (Interim WSP) and the pilot site in Tshiungai II Village.

Respondents	Tshiungani Village Water Committee	Ward Committee	Tribal Authority Chief Phuravhathu	Tshiungani II Village 1	Tshiungani II Village 2
31. What are your relations with the Ward Councillor?	Good. They have regular interactions and meetings	Good, although don't see ward councilor for some time.	Good – though we see him after a long time, two or three month intervals	Not good as he spends a lot of time not visiting the community	Good relations with councilor because provides information to community
32. What are your relations with the Community Developmen t Worker?	Do not know who it is	There is no CDW in ward	Do not have a CDW	Don't know about CDW's	Don't know about CDW's
33. What are your relations with the Ward Committee?	Good	Mr Ndou is a ward committee member. Gets on well with other WC members	Good – there is a representativ e within the village	Good as the ward committee reports issues to the community	They are the link between the community and the municipality

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34. What are your relations with the Local Municipality?	Good	Good. The ward committee raises issues with the ward councilor and gets taken up by Mutale LM. It may take time at times to solve matters.	Good – they visit the community and bring services like sanitation	Not good. The municipality is not providing services as compared to other municipalities	Good. They always communicate with the community
35. What are your relations with the Water Services Provider (WSP)?	Bad. The last time they heard of them was last year	Relay on WSP (Mutale LM) for major problems only since it takes time for them to solve minor issues which are easily resolved by the community	Don't know who the WSP is	Good relations with the water committee, don't know about WSP	Good. There has never been any dispute between the water committee and the community
36. What are your relations with the Water Services Authority (District Municipality)?	Do not know who the WSP is	No direct interaction with WSA.	Don't know who the WSA is	Don't know about the District Municipality	Don't know about the District Municipality

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37. Do you pay for water and sanitation services?	No payments to municipality. Each hh contribute R10 to village water scheme	The community pay for water only. Free sanitation is being provided by the municipality.	We pay R10 per household every month, and sanitation is free	R10 for water. Sanitation services are not yet paid for and people are not sure if they will pay as they are new (toilets)	R10 per month for water. There is only one child-headed hh that does not pay for water. Sanitation services are free
38. How often do you pay for water and sanitation services?	Monthly. For water only	R10 per hh per day for water supply	Monthly	Monthly	Monthly
39. Are you aware of free basic services (FBS)?	Yes	Yes	Yes	No	Yes
40. Which free basic services (FBS) do you receive from the municipality?	– Electricity – Housing – Sanitation	Sanitation, housing and electricity is being provided for indigent hh's	– Electricity – RDP housing – Sanitation	The only services that they are aware of is the free medical treatment for pregnant mothers	Electricity
41. In what way can you assist your municipality to improve services in your community?	Assist in the monitoring of services provision in the community	– Involvement in ward committee – Identify vulnerable hh's – Communicate messages from the municipality to the community.	By organizing the community and encouraging them to support the municipality	There is nothing that they could do	– Communicating our needs through the tribal authority – Working closely with the Councillor – Utilizing the ward committee properly

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5.3.6.1 Summary Community Relations with Municipality (Social capital):

Respondents have generally good relationships with the Ward Councillor, and there are regular interactions and meetings. He provides information to the community. However, he is often out of contact for long periods of time.

Across the board, respondents do not know who the Community Development Worker is. The Ward Committee respondent currently in the position is not a CDW in the ward. Over all, respondents have good relations with the Ward Committee and Mr Ndou is the village representative on the Ward Committee. The WC serves as the link between the community and the municipality.

Respondents have good relations with the Local Municipality (Mutale LM). The ward committee raises issues with the ward councilor, which are then taken up by Mutale LM. On occasion, it can take extended periods of time to resolve matters.

Municipal officials visit the community and bring services like sanitation. They always communicate with the members of the rural communities. Some community members expressed the view that the municipality is not providing the same levels of service as compared to other municipalities.

Respondents were not clear about who the Water Services Provider (WSP) was.

Also, the VWC felt their relationship with the WSP is less than ideal, since the last time they heard from them was sometime in 2005. The WC stated they generally rely upon the WSP (Mutale LM) to resolve only major problems. This is because it seems to take the WSP a great deal of time to solve minor issues – ones which are more easily resolved in and by the community.

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Community members believe they have good relations with the VWC. To date, there have never been any disputes between the VWC and the community. However, respondents do not have any knowledge about the Water Services Authority – the Vhembe District Municipality.

Payments for water and sanitation services:
No payments are made directly to the municipality. Each hh contributes R10 per month to the village water scheme and there is only one child-headed hh which does not pay for water.

Free sanitation is provided by the municipality.

Most respondents are aware of free basic services (FBS) and listed electricity, RDP housing, sanitation, and medical treatment for pregnant mothers as free basic services (FBS) received from Mutale LM.

Respondents expressed a general willingness to assist Mutale LM to improve services in Tshiungani II village.

Responses include:

- Assist in the monitoring of services provision in the community
- Involvement in and utilising the ward committee
- Identify vulnerable hh's
- Communicate messages from the municipality to the community
- By organizing the community and encouraging them to support the municipality. (It was generally felt there was nothing they could do in communicating their needs through the tribal authority.)
- Working closely with the (ward) Councillor.

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Chapter 6 – Data analysis

In this chapter, the information collected during the field interviews, as well as the theory extrapolated from the literature review, are being interrogated and analysed in order to arrive at findings that will provide answers the research question.

6.1 Introduction

The research question seeks to address appropriate municipal-community partnerships to deliver affordable water services in the context of the developmental local government paradigm that will contribute towards local community empowerment.

Similarly, the purpose of the research is to demonstrate constructive partnerships between local government and civil society organisations. Partnerships which enhance developmental local government through the utilisation of CSOs as affordable project implementation models. The result of such partnerships would be mutually beneficial collaborations between municipalities and their constituent communities, contributing to the development of social capital.

An abundance of government policies already in place creates an enabling framework for economic development and poverty eradication. As well, the state envisages an important role to be played by civil society to achieve these objectives.

A huge volume of theoretical material cataloging civil society organisations' (CSOs) participation in rural development already exisits. As well, the role of community-based organisations' involvement in local [municipal] services

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delivery, in particular, is well documented and readily available if the appropriate partnerships are formed (Pieterse in Parnell, *et al.*, 2002).

For the purposes of this study, **Government Respondents** refer to those persons who responded to the WSA questionnaire (Questionnaire 1) as listed in Appendix 3, and **Community Respondents** refer to the persons who responded to the CSO questionnaire (Questionnaire 2) also listed in Appendix 3.

6.2 Water services institutional arrangements

The Bill of Rights in the Constitution guarantees all citizens the right to dignity and the right of access to sufficient water. The local sphere of government has the legislative and executive authority as well as the right to administer the provision of water services as listed in Schedule 4B.

Government policies and legislation provide the framework for this responsibility to be carried out and places strong emphasis upon community participation to achieve delivery targets. The Municipal Structures Act 117 of 1998 makes provision for a local government dispensation consisting of metropolitan, district and local municipalities. All are municipalities with very distinct powers and functions. The Vhembe DM is in Limpopo Province, and Mutale LM falls within its area of jurisdiction. Mutale LM has a number of municipal wards of which Ward 9 is one, and within which the pilot site, *Tshiungani II* village, is located. Each ward has a Ward Committee representing various communities and interest groups.

The Water Services Act 108 of 1997 and the Municipal Structures Act 117 of 1998 require that municipalities be authorised as Water Services Authorities (WSAs). These WSAs have the responsibility to ensure access to potable water and sanitation to all people within their specific areas of jurisdiction as mandated by the Constitution Act 108 of 1996, Schedule 4B.

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Vhembe DM is the WSA in terms of the Municipal Structures Act as gazetted in GG25076. One of the responsibilities of Vhembe DM as the WSA is to appoint Water Services Providers whose task it is to provide water services to households and institutions. In order to make informed decisions on their preferred mechanisms for water services delivery, Vhembe DM has to comply with Section 78 of the Municipal Systems Act, which sets out the procedures for WSP decision making. Section 76 of the Municipal Systems Act sets out various mechanisms for municipal services delivery. Among these options, non-governmental organizations and community-based organizations are useful and often self-funded resources. .

The field survey revealed Government Respondents knew Vhembe DM is the WSA and Mutale LM is the Interim WSP for the Tshiungani II area. They were also aware of the personnel arrangements for water services within Mutale LM. They knew of the water scheme at Tshiunngani II village, but they had mixed responses as to who was responsible for the running of the water scheme.

As well, they had no idea which municipal ward *Tshiunngani II* village was situated. They all assumed there was a functional Ward Committee. Councillor Tshinavhe was identified as the Ward Councillor [Cllr Tshinavhe is also the Water Services Portfolio councillor in Mutale LM]. And finally, they had no knowledge about Community Development Workers or if they were deployed in Tshiunngani II.

On their part, Community Respondents including the Tshiunngani II Village Water Committee, Chief Phuravhathu and community members did not know what the WSA was, nor did they know anything about the WSP. VWC members indicated they were responsible for the local water project. Chief Phuravhathu and community members confirmed this statement. Only the Ward Committee Representative knew that Vhembe DM is the WSA.

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Most Community Respondents knew the Tshiungani II village formed part of Ward 9, and the Ward Councillor is Mr. Tshinavhe. However, all confirmed there is a functional Ward Committee.

Community Respondents, except the Ward Committee Representative, did not know what a Community Development Worker was. Some community members thought the Ward Representative was the CDW. Participation in the Ward Committee structures is conducted via their community representative. He attends meetings and related events then reports back to the community.

The community water services sector is highly regulated by the state in SA. It is, therefore, important all stakeholders have a clear understanding of the institutional players in the sector, since very clear roles and responsibilities are attached to each.

In particular, it is the responsibility of the Vhembe DM, as the WSA, to ensure institutional arrangements are understood at every level, through to the communities and down to the consumers of water services.

As for Mutale LM, it needs to utilize its internal structures such as the ward committees. With the assistance of community development workers, it must ensure appropriate messages and information is conveyed to the communities and to the consumers. Tribal structures also provide effective avenues of communication to community stakeholders and should be utilised when ever possible.

6.3 Water Services Provider decisioning in terms of Section 78

The Municipal Systems Act (2000) provides duly authorized municipalities (WSAs) with a variety of internal and external mechanism for services delivery. Section 76 of the Municipal Systems Act presents community-based Organisations (CBOs) and Non-governmental Organisations (NGOs)

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as among a number of external services delivery options. In deciding on their preferred services delivery options, municipalities are required to follow the procedures outlined in terms of Section 78 of the Municipal Systems Act.

Government Respondents state the Section 78 process is not yet completed and Mutale LM is presently the Interim WSP as part of a general arrangement the Vhembe DM has made with all local municipalities within its area of jurisdiction. Detailed information on how the S78 process was followed was not provided.

An opinion was expressed that retail water supply (to households) will be provided by local municipalities and Vhembe DM will provide bulk water through the secondment (transfer) of DWAF water services staff to district municipalities in Limpopo Province. The Tshiunngani II community's involvement in the S78 process was limited to representation by their ward councilor, and by input made by Mutale LM. Community meetings were also held. It was further stated that the community participated in forums, following which the Ward Committees made submissions to the WSA.

Community Respondents had no knowledge of what the S78 process meant, and could not say if their respective CSOs have been considered as WSP options.

De la Harpe (2004) cites the legislative challenges faced by Alfred Nzo District Municipality when that municipality attempted to scale up a community management model within its area of jurisdiction. She questions the extent to which municipalities should comply with legislation which impedes the delivery of basic services to poor rural communities. She makes the argument that, in the context of huge backlogs and the urgency of delivering basic services to rural areas, "municipalities should assess risk in terms of how they interpret and apply legislative provision, rather than attempting to comply with provisions that will undermine services delivery" (De la Harpe, 2004, p. 21).

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It is evident from the views expressed by Government Respondents and the complete ignorance of Community Respondents of the Vhembe DM's S78 WSP decision making processes, that the consultative processes were not conducted broadly enough to incorporate community level participation processes.

Despite the fact Tshiungani II VWC operates and manages their village water scheme successfully – and has done so over an extended period of time – there is no evidence a community management model could have been proposed as a viable WSP option in rural settings. This situation exists even though Vhembe DM and Mutale LM officials have clear and direct knowledge of its successful implementation in Tshiungani II.

One cannot but concur with De la Harpe when she says: "municipalities are required to adhere to the restrictive requirements of Section 78 of the Municipal Systems Act when deciding their water services delivery mechanisms" (De la Harpe, 2004).

6.4 The role of Civil Society Organisations in water services partnerships

Substantial services backlogs still exist in water supply and sanitation in SA. However, Municipal Services Partnerships in the form of Municipal Community Partnerships presents an additional services provision model which feasibly could contribute towards increased and accelerated capacity in meeting municipal services delivery targets.

The Municipal Service Partnership Policy (MSPP) creates a conducive environment for the mobilization of resources to meet the Reconstruction and Development Programme (RDP) and Accelerated and Shared Growth Initiative for South Africa (Asgi-SA) objectives. And significantly, it does so within the context of the *batho pele* principles (R.S.A., DPLG, 2000).

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The World Health Organisation (WHO) suggests that in order for governments to provide a basis for progress towards the Vision 21 goals, they should enable local communities, local NGOs, local community organisations, local entrepreneurs and enlightened local governments to work in partnership. Together, they can plan, initiate and manage improved water and sanitation systems and hygiene education programmes.

Fowler (1992) identified the need for accountability and participation to sustain future water and sanitation services. Cranko, *et al.* (1999) states there is widespread consensus that the main factors motivating MCPs are their potential to supplement capacity, create financial sustainability, and promote efficient and cost effective service delivery. In rural areas, there is a strong alignment between municipalities and NGOs for partnerships in the water and sanitation sectors, particularly in the activities of service delivery, capacity building, project management and technical assistance.

There is also a general acceptance participation is a critical ingredient for the successful implementation of municipal services partnerships (Plummer, 2002; Heymans in Plummer; 2002; Fowler, 1997; Caplan, *et al.*, 2001).

Government Respondents identified the Mvula Trust as an NGO in the CWSS sector, And, although respondents had exposure to the NGO sector in various degrees, no other NGOs were named as being active in the CWSS sector in Vhembe DM and Mutale LM.

Government Respondents suggested CBOs can perform the following functions in water services:

- Management of the scheme such as repair of minor breakdowns.
- Collection of revenue.
- Deal with all relevant water issues and report to municipalities.
- The M&E of the system.
- Ensuring community ownership.
- Ensuring the scheme is working according to specifications.

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- Since they are rooted within the community – the CBOs will be able to identify the needs of the community and ensure the communities' own the schemes.

Community Respondents named the following functions as being performed by the VWC:

- Management of the scheme including daily operations and maintenance.
- Collect monthly contributions.
- Encouraging community members to pay their monthly services fees.
- Community members to work together with the VWC to deal with problems in relation to water supply.
- Reporting the status of project to the community.

Government Respondents would appoint NGOs and CBOs as WSPs for the following reasons:

- CSOs would be able to respond to the needs of the people as they are also part of them.
- CSOs are able to get funding to operate the project.
- They ensure sustainability and community ownership of the project through community engagement. However, they need to show capability to deliver service.
- Their specialty is community-driven and their involvement with other stakeholders will ensure water services provision runs well.

Community Respondents would agree to the CBO (VWC) being appointed as a WSP for the following reasons;

- They have shown commitment to their work.
- It is easier to communicate with the water committee and matters affecting the community. This might also address the issue of water non-payment.
- The present VWC is doing well in providing water to the community.

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Conditions (criteria) under which Community Respondents would agree to the CBO (VWC) being appointed as a WSP include:

- If the municipality is willing to support the community to deal with major breakdowns and training.
- If they get ongoing support from Mutale LM.
- If the Mvula Trust would continues to provide support in terms of capacity-building and training of the VWC..
- The municipality should start by upgrading the scheme before appointing the WSP.

Government Respondents would not appoint NGOs and CBOs as WSPs for the following reasons:

- Owing to lack of capacity, CSOs would need intensive training of water services provision.
- To focus on the appointment of a CBO in one village is problematic. Such an arrangement would need to encompass a wider area.
- The implementation processes NGOs/CBOs follow generally take too long and this could result in projects taking more-than-necessary time to complete.

Community Respondents would not agree to the CBO (VWC) being appointed as a WSP for the following reasons:

- CSOs would not be able to deal with some challenges, such as major breakdowns.
- Lack of training in areas of financial management.
- When tensions arise, a CBO would not manage without any external inputs.

South Africa has a proud history of civil society participation in basic services delivery in rural communities. Theoretical evidence points to the desirability of CSO participation in municipal services delivery. The advantages municipal-community partnerships will bring to the national aim to eradicate

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basic services backlogs, as well as the implementation of affordable and sustainable water services are numerous. The Masibambane NSC states: “CSOs with their knowledge base and understanding of community dynamics and role players, are able to play an important role in implementing services, particularly in rural areas."

The present rate of basic services delivery by municipalities is being challenged by enormous capacity constraints. The national government’s programme to fast-track services delivery places considerable strain upon a situation already under great stress. Therefore, the call by DWAF for municipalities to explore alternative services delivery mechanisms is an opportunity to think and act “outside of the box.” It is this researcher's view that CSOs can contribute significantly to enhance the capacity of municipalities in meeting their services delivery targets.

6.5 Community management of the Tshiungani II water scheme

Ample evidence exists to validate the successful application of community management in services delivery strategies. “Over the past decades community management has become the leading concept in rural water supply” (Schouten, *et al*., 2003).

Schouten, *et al., (*2003) goes on to state: “community management needs an enabling environment in which to be implemented, and it needs policies and laws to allow it to work efficiently." Referring particularly to water supply, Feacham, *et al*., (1978) outlines the type of support required for community management: “Village committees will only be effective managers of water supplies if they are adequately and continuously backed by the government.”

Chandle warns against the pitfalls of project failures in rural communities, and identifies three major problem areas:

- The emphasis on coverage rather than the continued functioning and use of facilities.

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- The lack of effective back-up support to communities, particularly after completion of the project (Chandle in Kerr, 1990, p. 17).

Schouten, *et al*., (2003) makes this observation: “Community management may be at the heart of donor policies and even national policies and legislation; it is often not in the hearts of government officials and politicians who still see public services as something that should be supplied by the state” (Schouten, *et al*., 2003).

The Municipal Structures Act (R.S.A., 1998) authorises municipalities with powers and functions for water services (i.e. water and sanitation) provision. The Municipal Systems Act (R.S.A., 2000) provides duly authorized municipalities (WSAs) with a variety of internal and external mechanism for services delivery. S76 of the Systems Act presents Community-Based Organisations (CBOs) and Non-governmental Organisations (NGOs) as an external option.

The Tshiungani II community water supply project was implemented by the Mvula Trust in 1997. It is currently being managed and operated by a Village Water Committee. The water scheme infrastructure consists of:

- A borehole fitted with a diesel pump.
- A 65kilo-litre brick reinforced concrete reservoir.
- A separate pumping main from the distribution point to allow a gravity feed reticulation.
- 3,100 meters reticulation pipe works and 12 communal standpipes
- A communal water trough for livestock.

[For a detailed description of the Tshiungani II water scheme refer to 4.2 above].

Government Respondents stated Tshiungani II village has a basic RDP level water scheme. In addition, the Village Water Committee, Mutale LM, and DWAF have been identified as responsible for daily operations and maintenance.

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Community Respondents were able to provide a detailed description of how the water scheme functions and were fully conscious of the difficulties experienced when the scheme does not operate.

There are 12 communal taps and they have water service every day on a 24 hour basis. However, now that the village has grown, people have far to walk more than 200m to the nearest tap. For them, there is no longer a basic RDP level of service.

The Village Water Committee is responsible for daily O&M including the purchase of Diesel. They undertake daily checks of all pipelines and water flows from all taps.

The Village Water Committee does minor repairs of broken taps. The scheme functions well unless there is a major breakdown of the system.

There was a major breakdown during September 2006, when the community was without water for two weeks. This was as the result of engine failure. The matter was referred to Mutale LM, who in turn, referred it to the DWAF. The engine was ultimately repaired by the DWAF.

However, during this breakdown period, the community had to buy water from two households who had boreholes. They were required to pay R1.00 for a 25 liter container. They also returned to using the old borehole which was mounted with a hand pump. – Sadly, this pump also broke down because of excessive pressure. Finally, they used donkeys to fetch water from the nearby village, about 4km away.

At Tshiungani II, the water scheme technology is relatively uncomplicated. Training and support provided by the Mvula Trust assisted relatively unsophisticated community members in learning to keep the system functional over a considerable period of time. The major breakdown

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experienced recently can be ascribed to reasonable wear and tear, over time.

This could probably have been avoided by regular professional surveillance and M&E. However, the breakdown highlighted the value of having a functional water scheme to community members, and strengthened their resolve to ensure the ongoing operation of the system through financial contributions from every household.

Mutale Lm needs to ensure proper support systems are put in place ensuring that all consumables are to be provided regularly. This will dispense with the need for community members to pay for the maintenance of the system. Such provision will ensure the Tshiungani II village can enjoy the benefits of a free basic water supply, falling in line with the national government policy.

6.6 Developmental local government and social capital

Government's development discourse is informed by three key macro-economic policy frameworks. These are: the Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution (GEAR), and the Accelerated and Shared Growth Initiative for South Africa (Asgi-SA).

The Reconstruction and Development Programme (RDP) is a vision for the fundamental transformation of South African society. It seeks to mobilize all people and resources toward the final eradication of the results of apartheid and the building of a democratic, non-racial/ non-sexist future.

The Growth, Employment and Redistribution (GEAR) is an integrated strategy for rebuilding and restructuring the economy in keeping with the goals of the RDP. The Accelerated and Shared Growth Initiative of South Africa (Asgi-SA) builds upon the existing RDP and GEAR strategies. It is a

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set of interventions designed to promote and create conditions for accelerated, shared growth and development. It seeks to leverage advances made in the first economy to address the impact of poverty among the marginalized poor, represented by the second economy.

The Constitution (1998) requires of the local sphere of government to promote social and economic development. This mandate requires local government to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community. Additionally, it must, in general, promote the social and economic development of the community.

The White Paper on Local Government defines developmental local government as government committed to working with citizens and groups within the community. In this context, it must determine and implement sustainable ways to meet their social, economic and material needs and improve the quality of citizens' lives. The White Paper emphasises the role of local government in building local democracy and to develop strategies/mechanisms to engage with citizens, business and community groups.

The Municipal Systems Act defines a municipality as consisting of its political structures, administration and the community. This act gives effect to the system of local government and addresses the need to create harmonious relationships among municipal councils, municipal administrations and local communities through the acknowledgment of reciprocal rights and duties. The notion of community participation in municipal services delivery is a fundamental premise of government's development discourse. Therefore, it must be given centre stage in order to achieve the objectives of developmental local government.

Social capital refers to the values and networks that enable co-ordination and co-operation (Burbidge, 1998). Social capital is also what Hyden refers

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to as “the normative values and beliefs that citizens share in their everyday dealings.” It is assumed investments in both social capital and civil society are necessary to achieve democracy, and by implication, development (Hyden in Burbidge, 1998).

The White Paper on Local Government states: “local government has a key role to play in building social capital – this sense of common purpose – to find local solutions for increased sustainability."

Government Respondents perceived relations between the Tshiungani II community and the municipalities (Vhembe DM and Mutale LM) as being good. Although there is no direct interaction between Tshiungani II and Vhembe DM, the perceived good relations is based on Tshiugani II’s excellent relationship with Mutale LM.

It was stated that Mutale LM is responsive to requests for assistance from the community and the ward councillor relates well with the community. He responds in a way which demonstrates they (the community) are part of the municipality, not outsiders.

Services other than water supply, the municipality provides to Tshiungani II include housing, free basic household sanitation, electricity and food parcels to vulnerable households. In addition, roads and their maintenance are also provided.

Government Respondents also said Tshiungani II community’s members were responsive to requests for community participation in municipal matters. This was easily achieved since they have a ward committee member to represent their interests. As well, they attend *imbizo’s* and there was 100 percent participation during the recent elections.
However, at times, there is reluctance to participate as a result of promises made and not kept. A contrary view was expressed, stating that the

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Thsiugani II community had lost hope in government and they only act when they see actual progress.

In practice, the IDP representative forum starts at the ward committee, who then takes up developmental issues with the municipality. Presently, there is free water supplied through communal tap stands in rural areas. Indigents registers are kept to maintain records of vulnerable households having a monthly income of less than R1,100.00.

Community Respondents indicated they generally have good relations with the Mutale Local Municipality. When necessary, the ward committee will raise issues with the ward councillor, who in turn, refers them to Mutale LM. This process may, however, take extended periods of time to solve matters.

The reverse process is that municipal officials visit the community and bring with them services like sanitation. In an ideal scenario, they always communicate directly with the community. But in the real world, some community members expressed an opposing view. They claim the municipality is not providing the same services as they are in other municipalities.

Community Respondents were not clear about who the Water Services Provider (WSP) was. The VWC felt their relations with the Interim WSP (Mutale LM was not good since the last time they heard from them was in last year (2005). The latter statement was contradicted by the fact that Mutale LM had intervened to assist with repairing of the pump engine in September 2006.

The Ward Committee Representative stated they only rely upon WSP (Mutale LM) for major problems as it takes too much time for them to solve minor issues. As it turns out, minor problems are more readily resolved by the community.

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Over all, community members have good relations with the VWC and there have never been any disputes between the VWC and the community. However, the community did not know anything about the WSP. Interestingly, Community Respondents could not make a distinction between the Water Services Authority and Vhembe District Municipality, nor did they know what the WSA was.

Monthly payments for water supply – R10.00 per household – are made directly to VWC and not to the municipality. Of all the families in the community, there is only one child-headed hh which is not required to pay for water. Currently, free sanitation is being provided by the municipality.

Most respondents were aware of the government's policy of free basic services (FBS). They listed electricity, RDP housing, sanitation, and medical treatment for pregnant mothers as free basic services (FBS) received from Mutale LM.

Although Government Respondents could not confirm the deployment of a Community Development Worker (CDW) in Tshiungani II, they assumed his/her role would first be to facilitate communication between the community and the municipality. Beyond that the CDW would be there to establish project steering committees (PSCs) at the village level; ensure PSCs understand their roles and responsibilities; function as a link between the community and the government; and finally, work with the people at the grass-roots level.

Duties of the Ward Councillor and Ward Committee in Tshiungani II include facilitating communication and acting as the bridge between the community and the municipality. They also prioritise community needs; community mobilization; oversee the progress of projects implemented in the community; and conduct overall management and supervision of projects implemented in the area.

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Community Respondents did not know who the Community Development Worker was. The Ward Committee Representative stated there was no CDW in the Ward 9. In general, Community Respondents have good relationships with the Ward Committee. The Ward Committee continues to be the link between the community and the municipality.

Community Respondents expressed a general willingness to assist Mutale LM in improving services in Tshiungani II village. Responses included:

- Assist in the monitoring of services provision in the community.
- Involvement in and utilising the ward committee.
- Identify vulnerable households.
- Communicate messages from the municipality to the community.
- Organising the community and encouraging the support of the municipality.
- Working closely with the Ward Councillor.

Hyden describes 'social capital' as "the normative values and beliefs that citizens share in their everyday dealings," while 'civil society' is seen as the "forum in which habits of the heart and the mind are nurtured and developed." Hyden comes to the conclusion that investment in both social capital and civil society are necessary to achieve democracy and, by implication, development (Hyden in Burbidge, 1998).

According to McDonald, "there is a need for municipalities to implement municipal services that are reliable and affordable in order to establish co-operative and collaborative relations with their respective constituent communities. Such relationships need to be mutually beneficial to communities as consumers of services and to municipalities to reach their services delivery imperatives, resulting in a reservoir of social capital that will benefit local developmental initiatives" (McDonald, *et al.*, 2002).

Khosa makes this rather prophetic prediction on the likely outcome of poor services delivery by municipalities. This is evidenced by the upsurge of

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community demonstrations and violent struggles since 2005 in reaction to poor municipal services delivery: “The benefits of the new infrastructure policies are, however, unevenly shared. It is likely that pockets of those who do not have access to better and affordable infrastructure and services will continue to organize, lobby, protest and even struggle for a more equitable share” (Khosa in Parnell, *et al*., 2002).

Harrison argues that social capital is a form of development resource; something local government can utilize to enhance services delivery (Harrison in Parnell, *et al.*, 2002). Where there is an active civil society involved in community, (horizontal) level projects and activities through association, consciousness of government services delivery is raised, thus putting pressure upon government agencies to be responsive to community needs. There is also a greater willingness on the part of citizens to co-operate with government (Putnam, 1993 and Evans in Parnell, *et al*., 2002).

Cranko, *et al.*, has the following to say about the establishment of successful municipal-community partnerships (MCPs): “Partnerships are perceived as essential in cultivating a participative ethos which enhances democratic relations through community-based development and advocacy processes.”

From a CSO perspective, community empowerment is considered a key factor in MCPs: “Representation of the interests and needs of the poor in decision-making processes and structures of governance. This includes the opening of opportunities to lobby for or test preferred policies." Furthermore, a critical element of MCPs as alternative service delivery and governance mechanisms is “community empowerment and deepening of the democratic contract at the local level." The overriding objective of MCPs is to help reduce poverty and empower communities (Cranko, *et al*., 1999)..

Societal traits such as peaceful dialogue, transparency, flexibility and listening contribute towards a society’s social capital, according to Bothwell: “The more social capital a society has, the more efficient its transactions and

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the more productive it is. The government runs better. The economy functions better" (Bothwell in Burbidge, 1998).

There is overwhelming supply of theoretical evidence of the appeal of good partnership relations between municipalities and their constituent communities. This is backed by backed by a national government policy framework that strongly supports civil society in development initiatives. Furthermore, both Government and Community Respondents in the field survey have expressed views on the existence of a spirit of co-operation between the municipality and the community. It will therefore be opportune for Mutale LM to build further upon the existing goodwill with the Tshiungani II community.

Although some community members have expressed dissatisfaction with the types and quality of services received from the municipality, there is evidence of a generally good relationship between Mutale LM and the Tshiungani II community.

There exists a strong enough spirit of goodwill and tolerance on the part of the Tshiungani II community towards municipal officials. This provides Mutale LM to gradually improve on all areas of services delivery, by engaging in strategic municipal-community services delivery partnerships.

The appointment of CDWs in Ward 9 will benefit Tshiungani II community members, and will regularise the role of the Tshiungani II VWC as part of the water services institutional arrangements. This will also strengthen existing social capital. It is important the ward committee draws upon this goodwill through greater participation in, and inculcation with community structures in the IDP and related municipal development processes.

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Chapter 7 - Conclusions and recommendations

This is the final chapter in which conclusions drawn from the analysed data are presented and appropriate recommendations are provided.

7.1 Introduction

There is an obvious need for alternative services-delivery models to be developed and replicated, other than the traditional mechanisms presently employed by municipalities. New methods must be developed as a means to achieve government objectives and strategies to substantially fast-track water services delivery. Expediting the elimination of water-services backlogs is a key action in combating poverty and improving living standards for all in South Africa.

This study seeks to demonstrate, by way of the Tshiubgani II community water scheme case study, the appropriate role of civil society organisations as viable models of municipal-community partnerships in affordable and sustainable water services delivery. This project enhances developmental local government through relationship building and the enriching of social capital between water services authorities and their constituent communities.

7.2 Conclusions

The Tshiunngani II community identifies strongly with the water delivery scheme and takes full responsibility to ensure the strategy's functionality within the limitations of their skills and resources capacity. Both Vhembe DM and Mutale LM acknowledge the important role of the Tshiunngani II VWC. However, they have, as of this date, not formalised the institutional position of the VWC. Currently, they have extended the subsidisation of the water scheme to include full cost of potable water provision, including daily running cost and the stipend of the local operator.

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Vhembe DM, as the WSA having jurisdiction, is in compliance with the legal requirements to follow a section 78 process to determine their preferred WSP options, and to appoint Mutale LM as an interim measure. Communities have not been educated as to the importance of the S78 processes. As a result, there was no civil society participation in this process. The purpose for the deployment of Community Development Workers in communities, as a national strategy to support democratic local government, is to inform communities of their rights and responsibilities and to facilitate the community participatory processes.

It is significant to note none of the Government Respondents out-rightly ruled against the notion of CSO participation in the management of water services. In fact, they exhibited a great deal of empathy for community management of services. They seem, however, to balk at the idea of having to manage a multitude of village-level WSPs as such a situation would be cumbersome and draining upon their resources.

Community Respondents were more confident about the ability of CSOs to manage local water services, as has been aptly demonstrated by the Tshiungani II Village Water Committee. There is also significant synergy between the perspective of Government Respondents and Community Respondents on what they perceive the roles of CSOs could or should be in water services delivery. Both factors are excellent reasons why CSOs could be installed as WSPs.

Reasons for not appointing CBOs as WSPs seem mainly to rotate around the need and extent of support a CSO would likely require. As for Government Respondents, concern was expressed in relation to the scale of implementation and roll-out.

Sufficient theoretical and practical evidence exist to support the desirability of the notion of municipal community partnerships, provided necessary

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resources and ongoing support from municipalities is made available. Strict adherence to the rigid requirements of the Municipal Systems Act, Section 78, seems to hinder the ability of municipalities to adopt innovative strategies for providing water services. Section 78 allows little maneuvering room for dealing with unique and, sometimes, peculiar circumstances (De la Harpe, 2004; Jones, *et al.*, 2005).

Community management of water supply services is widely acknowledged as accepted good practice in developing countries. The Tshiungani II case study provides sufficient proof that, with appropriate training and ongoing support, community managed water schemes are possible. The apparent reticence on the part of Vhembe DM (and Mutale LM) seems not to be based on capacity criteria the Tshiungani II VWC cannot meet. Instead, it rests more on the intricate and cumbersome requirements generally imposed upon WSAs by Government policies.

As one can derive from the abundance of theoretical material, the role of civil society is both desirable and critical to achieve the objectives of developmental local government. Community respondents in the study expressed willingness to establish collaborative relations with local government in order to meet their development needs.

Government Respondents also recognise the importance of effective municipal services-delivery and to meet their developmental obligations. However, they seem not to make the connection with engendering good relationships with local communities, or to utilise their goodwill to make further developmental gains through the existing social capital.

7.3 Recommendations

- It is recommended that Vhembe DM and Mutale LM engage in collaborative community awareness campaigns to convey appropriate messages on all aspects of water services provision. This can be done

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by utilizing community structures such as tribal authorities, ward committees, community development workers, and where appropriate, village water committees. This will contribute towards greater understanding of institutional roles and responsibilities, and improve co-operative relations with community stakeholders.

- In the event of Vhembe DM appointing Mutale LM as its preferred WSP, as an outcome of the S78 WSP decision-making process now in progress, and considering the limitations of the process regarding community participation, it is recommended Mutale LM, as WSP, continues to utilize the Tshiungani II VWC as a support service for the daily O&M of the service. It is also recommended this relationship be regularized by way of a service contract between Mutale LM and Tshiungani II VWC.

- In light of the need to improve municipal services delivery capacity, and the need to find alternative services delivery models, the Tshiungani II community management water supply scheme provides a viable example for rural water services provision. It is recommended Mutale LM scales up the Tshiungani II community management model to include other rural communities within its area of jurisdiction. This can be accomplished by providing the necessary capacity and back-up support to CBOs.

- Since the technology of the Tshiungani II water scheme is presently appropriate for the current operating conditions, the O&M requirements are such that it can be adequately managed by the Tshiungani II VWC. It is recommended Mutale DM puts systems in place to ensure reliable and ongoing provision of consumables. This will eliminate the need for community contributions, and thus delivering on the local government mandate of providing free basic water to the community of Thsiungani II.

- A substantial reservoir of goodwill and social capital exists between Mutal LM and the community of Tshiungani II. It is recommended Mutale LM

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consolidate this advantageous position by creating strategic municipal-community partnerships in the delivery of municipal services. As well, the ward committee system should be utilised to encourage the greater participation of community members in municipal planning/implementation processes, such as the IDP, WSDP and LED.

- In participatory development discourse, it is good practice for research findings to be shared with participating stakeholders who have served as informants during the research. The researcher encourages the Mvula Trust to facilitate feedback of the research findings to the Tshiungani II community, Mutale LM and Vhembe DM. The objective of such a feedback will also serve to explore ways in which present co-operative joint relations withthe community of Tshiungani II, Mutale LM and Vhembe DM can be formalised.

7.4 Recommendations for further research

This research study is of a single case of community management of water services at Tshiungani II village. It does not necessarily serve as sufficient evidence of the efficacy of the community management model that it can be replicated in other similar settings. The researcher recommends a further comparative qualitative research study be conducted to compare the efficacy of community management of water services in various rural sites where a public or private sector model has been implemented. The purpose of the research will be to influence municipal strategies to adopt appropriate services delivery options for rural communities.

The strict adherence to the requirements of Section 78 of the Municipal Systems Act, when WSAs are required to make water-services-provider decisions, has been identified as “restrictive.” It is also described as an impediment which limits innovation in providing affordable and sustainable rural water supply. The researcher recommends a qualitative and quantitative research study be implemented to determine the impact of S78

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processes upon outcomes of WSP choices in a national sample of WSAs responsible for rural water supply.

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Appendix 1 – WSA and WSP questionnaire

QUESTIONNAIRE 1: CIVIL SOCIETY ORGANISATIONS (CSO) PARTICIPATION IN WATER SEVICES PROVISION

WATER SERVICES AUTHORITY AND WATER SERVICES PROVIDER (WSA and WSP)

A. Interviewer

1. Name of Enumerator	
2. Enumerator Contact Telephone	
3. Date of interview	
4. Place of interview	

B. Respondent

5. Name of Respondent	
6. Position of Respondent (in WSA)	
7. Respondent contact details	

C. Institutional Arrangements

8. Water Services Authority (WSA)	
9. Local Municipality	
10. Approved Water Services Provider (WSP)	
11. WSP Contact Name and Telephone	

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12. Name of Pilot Community (Village)	
13. Ward Name and Number	
14. Name and contact details of Ward Councillor	
15. Is there a Ward Committee	

D. Pilot Community Water Scheme/Project

16. What is the level of water service provided in Tshiungani?	
17. Who is responsible for its daily Operations and Maintenance (O&M)?	
18. Can you identify a contact person for the village O&M	

E. WSP Decision Making (Section 78)

19. Who is the designated WSP for Tshiungani II
20. How was the Section 78 (WSP decision making) process followed by the WSA, and which options were considered?
21. To what extend did the Tshiungani II community participate in the Section 78 process?

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F. WSP role and functions

22. What are the duties/functions of the designated WSP in relation to the Tshiungani II water scheme?
23. Name other water services institutions involved in the Tshiungani II water scheme. Name their roles and functions.
24. How is the cost per household for water supply provision calculated

G. CSO Relations

25. Name the NGOs in the CWSS sector in your area of jurisdiction
26. What is your exposure to the CWSS sector NGOs
27. Would you consider appointing a NGO or a CBO as a WSP? **If Yes, state why:** **If no, state why not**
28. What role can CBOs play in water services?

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H. Municipal community relations (Social capital)

29. What is the role of the Community Development Worker (CDW) in Tshiungani II?
30. What are the respective roles of the ward Councillor and ward Committee in Tshiungani II?
31. What is your perception of the Tshiungani II community's relations with your municipality? (Good or Bad)
32. Besides water supply, What are the other services your municipality provide to Tshiungani II? Which of these are free basic services?
33. How does the Tshiungani II community respond to requests for community participation in municipal matters?
34. Describe your cost recovery measures for water services.
35. How successful are your cost recovery measures?

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Appendix 2 – CSO questionnaire

QUESTIONNAIRE 2: ON CIVIL SOCIETY ORGANISATIONS (CSO) PARTICIPATION IN WATER SEVICES PROVISION

CIVIL SOCIETY ORGANISATIONS – FOCUS GROUP (CSOs)

A. Interviewer

1. Name of Enumerator	
2. Enumerator Contact Telephone	
3. Date of interview	
4. Place of interview	

B. Respondents

5. Attendance list	
6. Name of CSO	
7. CSO contact details	

C. Institutional Arrangements

8. Water Services Authority (WSA)	
9. Local Municipality	
10. Approved Water Services Provider (WSP)	
11. Ward Name and Number	
12. Name of Ward Councillor	
13. Is there a Ward Committee	

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14. Name of Community Development Worker (CDW)	
15. Do you participate in your Ward Committee Structures?	

D. Community Water Scheme/Project (Tshiungani II)

16. What is the level of service of your water scheme?
17. What is the functional status of your water scheme?
18. Who is responsible for its daily O&M?
19. Who is the WSP appointed by the WSA?
20. What role does the official WSP play in the Tshiungani II water scheme?
21. Name other organizations that play a role in the water scheme.
22. What roles and functions do they perform?

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E. WSP Decision Making

23. How was the WSP decided upon?
24. Did your CSO participate in the Section 78 decision-making process?
25. Was your CBO considered as a water supply mechanism/option (section 76) during the Section 78 process

F. CBO performing WSP functions

26. What functions does your CBO perform in relation to water supply?
27. Are there other functions your CBO can perform in relation to the water supply scheme
28. At what cost is your CBO providing the water supply service?
29. Would you agree to your CBO being appointed as a WSP? **Yes – why?** **No – why not?**
30. Under what conditions (criteria) would you agree to your CBO being appointed as a WSP?

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G. Community relations with Municipality (Social capital)

31. What are your relations with the Ward Councillor?
32. What are your relations with the Community Development Worker?
33. What are your relations with the Ward Committee?
34. What are your relations with the Local Municipality?
35. What are your relations with the Water Services Provider (WSP)?
36. What are your relations with the Water Services Authority (District Municipality)?
37. Do you pay for water and sanitation services?
38. How often do you pay for water and sanitation services?
39. Are you aware of free basic services (FBS)?
40. Which free basic services (FBS) do you receive from the municipality?
41. In what way can you assist your municipality to improve services in your community?

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Appendix 3 – Interviewees and focus group participant

1. Respondents to the WSA Questionnaire (Government respondents)

Institution	Name	Position	Contact	Date	Interviewed By
Vhembe District Municipality (WSA)	Eric Masakona	Asst Manager, Technical Services	0152902000	07/12/2006	Modjadji Letsoalo
Mutale Local Municipality (Interim WSP)	Rolter Chovakale	Asst Technical Manager	0827750822	13/10/2006	Philip Davids andModjadji Letsoalo
Dept Water Affairs andforestry (Water services support)	Jethro Monareng	Community Development Officer - Polokoane	0152901244	05/12/2006	Modjadji Letsoalo
Dept Water Affairs andforestry (Water services support)	Mulimisi Negudzinga	Community Development Officer - Thohoyando	0159601699	05/12/2006	Modjadji Letsoalo

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2. Respondents to the CSO Questionnaire (Community respondents)

Institution	Name	Position	Contact	Date	Enumerator
Tshiungani Village Water Committee	1. Sarah Kwinta 2. Piet Musivhela 3. Phineas Munyadziwa	Chairperson Member Operator	0826472906 (Sarah)	13/10/2006	Philip Davids Modjadji Letsoalo
Ward Committee	David Ndou	IDP, Agric andTourism	0833594527	13/10/2006	Philip Davids Modjadji Letsoalo
Tribal Authority	Chief Phuravhathu	Chief	Not provided	10/11/2006	Philip Davids Modjadji Letsoalo
Tshiungani II Village 1	1. Elina Ndou 2. Sophie Ngodiseni 3. Thinama Netsweka 4. Lizzy Ishatsinde 5. Anah Mangwe	Community members	Not applicable	10/11/2006	Philip Davids Modjadji Letsoalo
Tshiungani II Village 2	1. Lucy Mutwanamba 2. Grace Ndou 3. Tshundeni Phungo 4. Eva Ndou 5. Azwifarwi Goma	Community members	Not applicable	10/11/2006	Philip Davids Modjadji Letsoalo

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