

UNIVERSITY OF FORT HARE.

**THE CHALLENGES OF THE POLICY IMPLICATION OF THE SOUTH
AFRICAN WATER POLICY IN THE RURAL VILLAGES OF THE EASTERN
CAPE PROVINCE: THE CASE OF AMATHOLE DISTRICT MUNICIPALITY.**

**A THESIS SUBMITTED IN FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTERS OF SOCIAL SCIENCE IN DEVELOPMENT
STUDIES AT THE UNIVERSITY OF FORT HARE.**



SUBMITTED BY: MGWALI V.V.

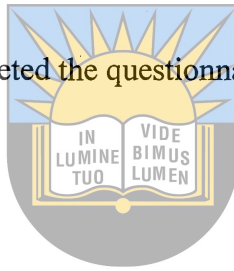
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SUPERVISOR: MRS. P.B. MONYAL.

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2. MR. B. M. Tsomo for his input, guidance and recommendations.
3. MR. L.A. Nontshinga for giving me access to his computer room.
4. All the individuals that completed the questionnaire.



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DEDICATION.

To my family and Inyibiba Secondary School staff for their assistance, encouragement and patience throughout my studies. This project is devoted to you.



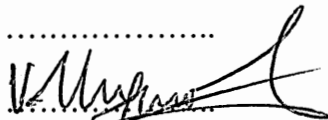
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DECLARATION.

I declare that this dissertation describes my original work except when otherwise stated and that it has not been submitted for a degree at any other university.

V. V. MGWALI

JANUARY 2008

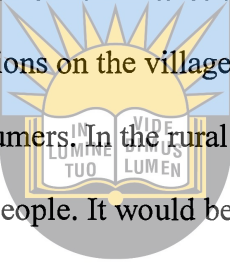
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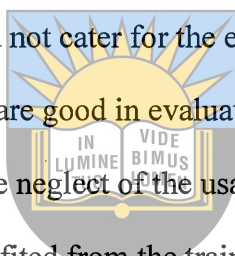
SUMMARY.

This study has investigated the question of capacity building of the Amathole District Municipality to provide sufficient quantities of water as stated in the White Paper. This includes the village committees in the operation and maintenance of the water projects. According to the Water Service Act 108 Of 1997 a village water committee may set conditions, including tariffs consistent with this Act, for the provision of water services. It may subject to section 4, limit or discontinue water service to a consumer. In the context of the mandate of the village water committees this study has indicated that these requirements are setting high expectations on the village water committees. They do not have the capacity to set tariffs to consumers. In the rural setting water committee members are uneducated and elderly people. It would be difficult to train them in accounting and financial management which are necessary skills for setting tariffs.

The logo of the University of Fort Hare, featuring a sun rising over an open book with the Latin motto 'IN LUMINE TUO LUMEN' (In the light of you, light).
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Furthermore it is difficult to discontinue a service from consumers because the rural social life style is based on a communal way of living where everything is shared among community members. They view water as scarce resource which must be shared among community members. In considering the rural social life style this study has suggested a pre paid card systems. Furthermore the Water Service Act emphasises the principle of gender equity. In rural areas most women are in charge of households since their husbands are at work. Therefore they are unable to be part of the village committees. This principle should not be enforced in the composition of the water committees since it is difficult to implement in the rural areas. An alternative approach should be exercised where community awareness programmes on gender equity are promoted so as to take

them on board gradually. This problem could be traced to the principle of incrementalism which less on evaluation. Furthermore the municipality personnel had attended the training in different areas of water management. In relation to the content of the training the modules were thick although the duration of the training was only five days. It is difficult to grasp such a large content within a short period of time. The duration should have been longer than five days to allow the trainees to master the skills they learnt. In order to save costs the facilitators preferred five days training. The training consultants that were hired were interested in finishing quickly and not on building capacity of the trainees. Furthermore the training did not cater for the evaluation. The consultants are unlike educational institutions which are good in evaluation. Also the usage of indigenous language was ignored. The neglect of the usage of indigenous language indicates that very few members benefited from the training because few of them understand English. This indicates that the personnel are under-performing in their duties.



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This study has recommended that capacity of the municipalities could improve if they can allocate adequate time for the training. It is necessary to draw a budget for the training so that the duration of the training is taken into consideration. The municipalities must ensure that the training targets all people in all positions like the general assistants, team leaders, technical operators and the managers in order to improve their service delivery. The use of indigenous language in the training should be encouraged so that the trainees should acquire more knowledge about the management of the water service.

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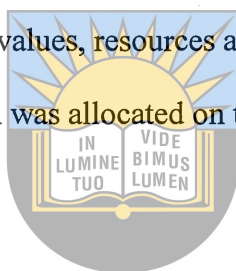


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CHAPTER ONE

1. INTRODUCTION

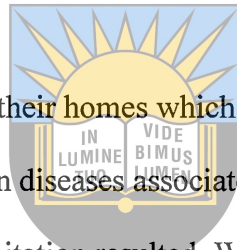
Public policy-making is intimately linked to the exercise of power. The allocation of power in a particular political system determines both who makes the decisions and the extent of autonomy of decision-making that will be exercised in the process. When the National Party came into power in 1948 it exercised political power on the basis of racial discrimination. This policy allocated residential areas along discriminatory basis and was used as a channel for distribution of values, resources and organization of vested interests. One of the resources which was allocated on the basis of these discriminatory policies was water.



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During this period the Department of Water of Affairs concentrated on water supply to the urban areas, the mining and industry, the development of large dams and irrigation schemes, and on the support of commercial farmers during droughts. They harnessed the law and the water in the interests of a dominant racial class which had privileged access to land and economic power. It is for this reason that the new government in 1994 was confronted with the situation in which the majority of South Africa's people were excluded not only from the land, but they had been denied direct access to water for productive use and access to the benefits from the use of nation's water.

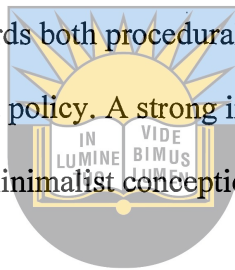
More than 12 million people mainly rural black people did not benefit from the apartheid government's water supply. This indicates that they were denied a vital source for survival by a government which allocated resources on racial basis. In the Eastern Cape, the second poorest province in South Africa, dams, springs, wells and rivers were the only sources of water to rural people. As a result of being denied the right of access to clean water, rural people had no other option other than to drink contaminated water from unprotected sources.



These sources of water are far from their homes which meant that they travelled long distances to get water. An increase in diseases associated with poor living conditions, limited water resources and poor sanitation resulted. Water related and water borne diseases played a major role. Most of the diseases which prevail in rural areas when water supply and sanitation are deficient are infectious diseases caused by bacteria, amoebae, viruses or various worms. As a result of having no access to clean water rural people were the victims of bacterial diarrhea and epidemics of cholera and typhoid which are transmitted in drinking water. Water is a vital source for human survival. However in the natural environment there is no pure water available for general use. "All water, including rain water, has some impurities" (Monyai, 2004:1). The impurities are commonly in the form of dissolved solids or gases, suspended solids and micro organisms. In other words water is a vehicle for the spread of diseases which can have lethal effects on aquatic organisms and humans. This indicates that the rural communities

were denied a right to basic services like clean water which means that they were always exposed to water-borne diseases.

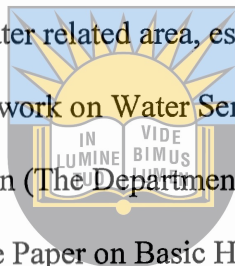
In 1994 after years of hard fought battles and wide-spread resistance South Africa experienced seismic shifts in the nature of social and political organization. The African National Congress was firmly in control of the national legislature and mandated the new government to engineer policy renewals. South Africa's transition to political democracy saw clearly recognizable shifts towards both procedurally more inclusive policy-making processes and substantively different policy. A strong insistence prevailed that policy needed to take the country beyond minimalist conceptions of democracy (Booyesen, 2006: 174).



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In 1994 a new Department of Water Affairs and Forestry (DWAF) was set up to provide water and sanitation in the entire country. The Department of Water Affairs and Forestry passed the water supply and sanitation policy which identified the lack of basic services such as water supply and sanitation as the key symptom of poverty and under development (S.A water bulletin, 1997:4) .The provision of such services was made part of a coherent development strategy with a view to make it successful.

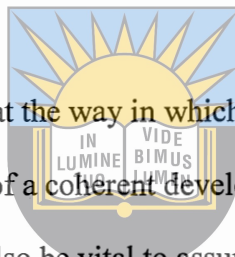
The major stages of water policy development in South Africa included constitutional development, the development of the Water Law Principles (The Department of Water Affairs and Forestry, 1996:1), the Water Service Act (The Department of Water Affairs and Forestry, 1997:1), the National Water Act and implementation initiatives such as the establishment of the National Water Resource Strategy. In a meta-policy context the development of the water policy should be viewed in the context of several other major policy developments such as the Reconstruction and Development Programme (RDP), Growth Employment and Redistribution (GEAR) and many others. Several policy initiatives are also apparent in the water related area, especially the Department of Water Affairs and Forestry Strategic Framework on Water Services (2003) as well as the White Paper on Water Supply and Sanitation (The Department of Water Affairs and Forestry, 2004:1) and at a later stage the White Paper on Basic Household Sanitation (The Department of Water Affairs and Forestry, 2001b). The government perceived the core objective of the water policy to be the development of a framework which ensured that the right to use water could easily be transferred from one user to another.



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The Department of Water Affairs and Forestry passed the Water Service Act of 1997 and the main aims of the Act are to provide safety nets to the poor by guaranteeing their right to access sufficient quantities of water to survive, to improve the quality of public health and to help build the capacity of the local government. These aims indicate that the Act intended to redress the imbalances of the past.

The main objectives of the Water Services Act include providing the right of access to basic water supply and basic sanitation, the setting of national standards and norms of tariffs, the monitoring of water services and intervention by the Minister or the relevant province and to provide for financial assistance to water services institutions. The objectives of the Water Service Act also indicate that the African National Congress government wanted to redress the imbalances of the past. Access to water is regarded as a basic human right to all South African citizens.

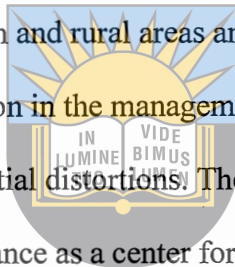


The Water Services Act has urged that the way in which South Africa's limited water resources are used must also be part of a coherent development strategy. The creative management and use of water must also be vital to assure the Reconstruction and Development Programme's objectives of eradicating poverty and promoting sustainable and social development are realized (Booyesen, 2006:174).

The Water Services Act 108 of 1997 defines a Water Services Authority as any Municipality including a District or Rural Council responsible for ensuring access to water services. The duties are to provide access to water services and prepare a draft water services development plan. The water services authority is primarily responsible for ensuring the provision of services to individuals and industries.

According to the Act a Water Service Authority may be a Water Service Provider. A Water Service Provider is defined as any person who provides water services to customers or to another water service institution. The activities of water service providers include governance, finance and administration, planning and operation of water services programmes and projects (The Department of Water Affairs and Forestry, 1997:28).

The White Paper on Local Government of 1998 takes note of the uneven distribution of municipal capacity between the urban and rural areas and goes on to point out that there is an urgent need for rapid intervention in the management systems in capacitating local government structures to address spatial distortions. The White Paper states that attention should be focused on district governance as a center for municipal capacity to manage integrated development planning and to ensure rapid delivery (The White Paper on Local Government, 1998:5). According to the Water Services Act 108 of 1997 provision of water services is a constitutional obligation of local government. Implied in this assertion therefore, is a distinct capacity building need to enable municipalities to handle water and sanitation services.

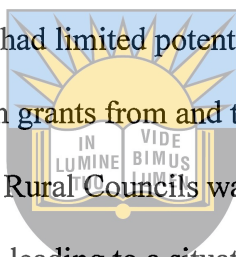


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The national office of the Department of Water Affairs and Forestry had no jurisdiction in the previous homelands where most of the service backlogs accumulated over the years. After the elections in 1994, all the functions of the previous homeland governments relating to water and sanitation provision were transferred to the

Department of Water Affairs and Forestry at the national level. Through an amendment to the Water Act, the Department of Water Affairs and Forestry was mandated to engage in water supply issues for the first time. As this was a new responsibility the Community Water Supply and Sanitation (CWSS) was established within the Department.

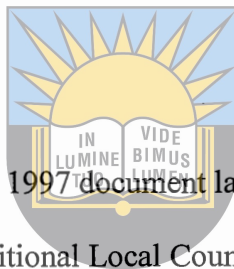
The responsibility for water and sanitation services supply in the rural areas was given to District Councils (DCs) and Transitional Rural Councils (TRCs). The Transitional Rural Councils had taxing powers but they had limited potential to generate adequate tax and service charge revenue, they relied on grants from and through the District Councils. This financial support for the Transitional Rural Councils was limited and the basis for transfers was not clearly defined thus leading to a situation of financial uncertainty.



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The need to build capacity at the local government level was made imperative by the 1999 transfer policy of the Department of Water Affairs and Forestry which set the framework for the transfer of the water schemes to local government institutions. The transfer policy takes cognisance of the need to enable local government to meet its constitutional obligation and asserts that the Department is committed to ensuring effective delivery of services on a sustainable basis and be part of the transfer process to ensure that this is achieved.

According to the transfer policy of the Department of Water Affairs and Forestry local government structures are expected to undertake and operate the scheme in a sustainable way to ensure that all authorised users of water from the scheme are provided with water of the quality required by the Water Services Act 108 of 1997. Local government is expected, while providing water, to also undertake cost recovery, compile budgets with capital expenditure, keep monthly records of water supplied, pay the department, meter reading for billing and collect tariffs and take over the operation and maintenance of the schemes.

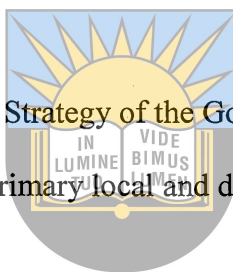


The Border Rural Committee in their 1997 document laid down the functions and powers of the District Councils (DCs), Transitional Local Councils (TLCs) and Transitional Rural Councils (TRCs). Accordingly, the objective of the District Councils is to create an environment and infrastructure that will promote the general welfare of the total local community. District Councils should be mainly concerned with the provision of services to satisfy the needs of the community. As explained by the committee, the District Councils have powers, control and authority (Border Rural Committee, 1997:3).

The District Councils have the power to establish control and maintain public services, sanitary and water services. They are required to regulate and inspect water supply and sanitation services. The main function of the District Councils is the provision of water and refuse removal. On the other hand the functions and powers of the Transitional

Local Councils (TLCs) and Transitional Rural Councils (TRCs) are to mirror boundaries of a magisterial district.

The Transitional Local Councils and Transitional Rural Councils act as quality controllers of services provided and as watchdog groups for rural people. The main functions of these bodies are to secure best services for the communities within the area of jurisdiction and to secure effective and affordable systems.



According to the Rural Development Strategy of the Government of National Unity in 1994, the functions and roles of the primary local and district councils should include the following:

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- Take responsibility for providing access to basic services including administration, planning and evaluation, local roads, refuse and sewerage removal, water and sanitation, electricity, stormwater drainage, primary health services, protection and emergency services, security, transport, cemeteries, libraries and museums, and recreation facilities;
- Take responsibility for development through interaction with all stakeholders in setting priorities for access to affordable services; infrastructure development; and local economic development;
- Identify local needs and motivate for funding to meet those needs, from the District Councils and other sources.

Furthermore, District Councils should:

- Facilitate delivery of services and infrastructure development;
- Establish and support primary local government structures, initially in conjunction with the provincial government;
- Act as conduit for the intergovernmental grants provided by provincial governments;
- Appoint and employ personnel who will serve more than one primary local government;
- Be responsible for training councilors, officials and stakeholders on the coordinating committees, in conjunction with government training centers and other contracted bodies;
- Set guidelines on minimum levels of services that will apply throughout the district within the framework established by national and provincial government;
- Set basic standards for services that should be allowed to differ in different areas;
- Establish where certain services should only be provided within one primary local government body, for access by all people in the district
(and set financing rules thereof);
- Provide technical assistance to primary local government for the planning of local economic and infrastructure development, and service provision.



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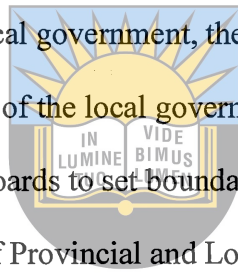
Service provision is clearly a complex process requiring both human and financial resources. Most local governments in South Africa, particularly in poor rural areas, do not have the resources to engage in infrastructure development. Operations and maintenance require outside support and takes time for this capacity to be developed. In the interim, local governments need support both from the provincial and central governments.

The challenge is to develop an institutional framework that allows for appropriate management, operational and maintenance structures at different levels from community to district council. The provincial governments have the responsibility of ensuring the proper establishment of local government within their provinces. All the pieces of legislation in the water sector indicated that they have operated according to the incremental principle. In terms of this principle the decision-maker may consider a limited number of alternatives which may differ only marginally from the existing policy (Booyesen, 2006:169). The Department of Water Affairs and Forestry pieces of legislation do not provide for conditions of extreme policy change.

The South African local government has gone three phases of amalgamation and transformation. In 1993 South Africa saw the launch of the Local Government Negotiating Forum after three months of negotiations. This new forum consisted of statutory and non-statutory components. The statutory component represented the then

municipalities and the non-statutory part was represented by the South African National Civic Organisation (SANCO). Their deliberations resulted in the Local Government Transitional Act, act 209 of 1993. They also negotiated the chapter of the constitution dealing with finance and services (The Department of Provincial and Local Government, 1993:4).

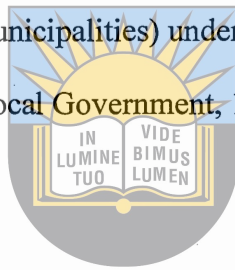
The Local Government Transitional Act made provisions for the pre interim and interim phases for the restructuring of the local government, the establishment the local forums for negotiating the restructured form of the local government in each area for pre interim period and provincial demarcation boards to set boundaries for the local authorities and determine wards (The Department of Provincial and Local Government, 1993:4).



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The establishment of one city municipality was the epoch to bring to an end the old divided apartheid and homeland councils. The main task of the interim councils was to prepare for the 1995 local government elections. The period beyond 1995 local government elections leading up to the December 2000 elections was a transitional phase of the local government. This period was to realign facilities and services in municipalities found in one geographic area for joint planning and common budgeting (The Department of Provincial and Local Government, 1993:5).

The December 2000 elections ushered in a final phase of transformation in the local government under the Municipal Structures Act, of 1998 and Municipal Systems Act, of 1998. The two pieces of legislation sought to establish a foundation to facilitate a process of change that will overhaul the existing institutional arrangements. They sought to put management capacity to administer the new councils. Municipalities were rationalized to cover bigger areas compared to the previous tiny municipal towns. The small towns that were more like market places remained as merely towns or cities with no municipal responsibilities. The newly demarcated areas were established as Local (category B) and District municipalities (category C municipalities) under the Demarcation Act of 1998 (The Department of Provincial and Local Government, 1998:13).

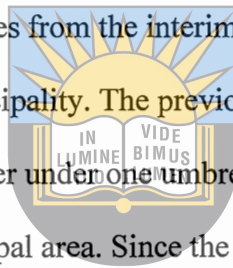


As a result of the demarcation process, there are 47 district municipalities (category C municipalities). Most of the district municipalities were totally new with no infrastructure or fiscal and administrative capacity. This of necessity led to a rather lengthy period of establishment and developing a service rendering capacity. It begs the question whether it is truly the function of local government to address the backlogs in rural areas, or whether this should primarily be a provincial or even a national government function. The Municipal structures Act of 1998 provided for the division of powers and functions between the district and local municipalities. This resulted in certain functions which were previously performed at local municipality to become the responsibility of district municipalities. The underlying reason for this is to enable district municipalities to perform a developmental role especially in the severe disadvantaged

rural areas. However there are practical realities such as the lack of capacity within the district municipalities and the eventual neglect of the local municipality may lead to a decrease in its income generating capacity. Also the taking over the function of potable water supply system may create a financial burden instead of a source income as in many municipalities this service is rendered at a loss due the culture of non-payment.

The demarcation process created 231 local municipalities (category B municipalities).

Two, three or even more municipalities from the interim period of transition were amalgamated to form one local municipality. The previously racially segregated communities are now grouped together under one umbrella structure and vast traditional areas have become part of the municipal area. Since the voters in these traditional areas often outnumber those in the urban area, there is a trend to channel funds away from the urban area to these very rural areas. Because of limited economic base this inevitably

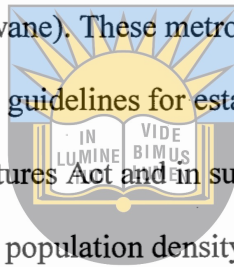


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leads to urban neglect of small towns. Some of these local municipalities have vast areas of jurisdiction-in certain cases, their boundaries are more than 300 kilometers apart. Constituent towns often have very little in common and some municipalities, which were originally financially sound have, following the incorporation of technically bankrupt municipalities become financially precarious. Regretfully the “local” has in many cases been taken out of local government and resulted in government from a distance. The disadvantaged sections of the community who do not have their own transport, in particular, have been detrimentally affected by this turn of events. Certain communities also experience a feeling of de-democratisation because they are represented by fewer

ward councilors than was the case before demarcation. This state of affairs is exacerbated due to communities having little or no input in the choice of candidates for the proportional list of candidates compiled by party structures. The proportional system, while not without merit, does not promote accountability (Zybrands, 2006:136).

The demarcation exercise also created six categories A municipalities namely Cape Town, Port Elizabeth (Nelson Mandela), Durban (eThekweni), Johannesburg, the East Rand (Ekurhuleni) and Pretoria (Tshwane). These metropolitan areas are also popularly known as unities or megacities. The guidelines for establishing metropolitan councils are contained in section 2 of the structures Act and in summarized form are:

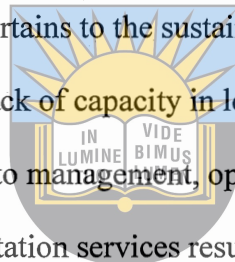


A conurbation featuring areas of high population density, an intense movement of people, goods and services, extensive development, multiple business districts and industrial areas. Furthermore a center of economic activity with a complex and diverse economy, a single area for which integrated development planning is desirable which has strong interdependent social and economic linkages between its constituent units. The main problem with such a strong metropolitan system is that the enforcement of accountability becomes increasingly difficult (Zybrands, 2006:136).

All the pieces of legislation in the transformation of the local government indicated that they have operated according to the incremental principle. These pieces of legislation do not provide for conditions of extreme policy change.

2. THE STATEMENT OF THE PROBLEM

While the water policy interests are no more organized on racial basis, there are still problems in the water sector which could be attributed to the implementation of the aims of the policy. Billions of rands have been committed to providing portable water to the 12 million people without it. However there are still many rural areas that have no access to portable water. The major problem pertains to the sustainability of water projects in rural areas which are often threatened by lack of capacity in local government or in the communities themselves with regard to management, operation and maintenance. Breakdowns in water supply and sanitation services result in losses in invested funds, labour and infrastructure.

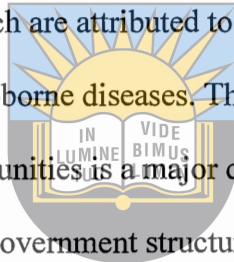


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The problem of capacity in the local government is exacerbated by the fact that responsibility for water projects including those set up by the Department of Water Affairs and Forestry under the aegis of the community water supply and sanitation programme have recently been transferred to local authorities. These authorities are not able to function efficiently to the extent that this undermines the implementation of the policy aims. Municipalities are often bankrupt. Furthermore there is a lot of political infighting and municipality personnel are divided into political camps which lead to poor

service delivery. This scenario is made worse by inadequately trained and poorly motivated personnel.

The Water Service Act intended to improve the quality of public health by adhering to water equity which was originally set at 25 litres per person per day. Raw water was supposed to be available for 98 per cent of the time at a maximum distance of 200 metres from the home-stead. In many villages where water pipes have been installed people still suffer from water borne diseases which are attributed to the stagnant water in stand pipes which is a breeding ground for water-borne diseases. The provision of sustainable water and sanitation services to rural communities is a major development challenge for South Africa. There is great need for local government structures and people in community-based organizations to take advantage of training and capacity building programmes available from various government departments for maximum development opportunities in their communities.



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3. THE OBJECTIVES OF THE STUDY

The objective of this study is to investigate the question of capacity building of the Amathole District Municipality to provide sufficient quantities of water as stated in the White Paper. This will include the village committees in the operation and maintenance of the water projects. Capacity Building, according to the Department of Water Affairs and Forestry Guidelines (1997:2), refers to the strengthening of beneficiary and

institutional ability to undertake tasks. In the context of community water supply and sanitation, capacity building includes:

- The necessary functions of governance
- Service provision
- Increasing access to resources
- Improving power relationships between parties involved
- Promoting general awareness of local population regarding their services
- Securing an enabling environment for health promotion



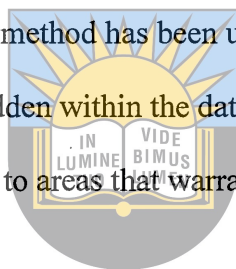
Training should be seen as an integral component of capacity building. Local capacity building and training should be undertaken as part of any project or programme to ensure the ownership of the project lies at the local level. Local organizations need to be empowered. Confidence and competence increase when people gain experience in organisation and management and acquire new knowledge and skills, including the capacity to generate knowledge. This study investigates the training that has been offered to the village committees, the personnel of the Amathole District Municipality in the water and sanitation sector which include the managers, team leaders, technical operators and general assistants.

4. RESEARCH METHODOLOGY

Bailey (1987:14) defines methodology as methods and rules to facilitate the collection and analysis of data. This involves deciding not only how many people will be as subjects in the study but also what their particular characteristics should be and under what circumstances the data will be gathered.

4.1. Research Method

In this study the quantitative research method has been used to analyse data statistically so that may infer meanings that lie hidden within the data and discern certain potentials and dynamic forces that may be clues to areas that warrant further investigation.



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4.1.2. Research Techniques

A questionnaire and semi-structured interview techniques have been used for collecting data in this study. The questionnaire was chosen in this study because it is less expensive than interviews. With the limited funds at this study's disposal the questionnaire allowed for greater economy of effort because a single tool was duplicated and distributed to numerous respondents including three managers in the water and sanitation sector (one in Nkonkobe, Ngqushwa and Amahlathi local municipality). Because respondents were not pressurized for an immediate response they could consider each question carefully (Chadwick et al, 1984:137). A semi-structured interview technique was also used. A major advantage of using an interview is that the

interviewer does not have to be brief to get the respondents to answer. An interview technique was used because it helps with probing on interesting leads. The interviews were conducted with twelve village committees, three team leaders, three general assistants and three technical operators.

4.1.3. Data Collection Methods

Fullen (1992:81) argues that there are many ways of collecting data if such data cannot be obtained from observation. A questionnaire was used in this study as a method of collecting data from three water and sanitation managers in the Nkonkobe, Ngqushwa and Amahlathi Local Municipalities. It was an appropriate tool since the managers are hard to get for interviews. A semi-structured interview technique was also used in collecting data from the twelve village committees, three general assistants, three team leaders and three technical operators because it was an appropriate tool since some members of the village committees are uneducated. A semi-structured interviews was used to develop questions in advance which invite detailed complex answers.

4.1.4. Population

A population is the total number of all the subjects the researcher wishes to study. The population of the study is the Amathole District Municipality villages which had received the water supply services, village committees, the general assistants, team leaders, technical operators and managers in the water and sanitation sector.

4.1.5. Sampling Procedure

A sample is a subject of the total population. This study has made use of the probability sampling. A set of probability methods includes simply random, systematic sample, stratified random and cluster sample (Yates, 2004:25).

The sample of this study is twelve village committees, three managers in the water and sanitation sector, three general assistants, three team leaders and three technical operators. After careful consideration of the advantages and disadvantages of many sampling techniques this study has utilised random sampling in choosing the twelve village committees, three general assistants, three team leaders and three technical operators.

This study has selected a random sample because in random sampling everyone has an equal chance of being selected which therefore eliminates selection bias in large studies (Neuman, 2001:55)



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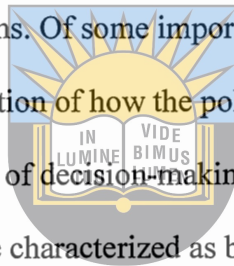
CHAPTER TWO

2. LITERATURE REVIEW

2.1. Theoretical Perspective on Public Policy-Making

2.1.1. Theories on the modes of policy decision-making

The term “public policy” is often loosely appropriated to refer to decisions, beliefs, plans of action and many other related phenomena. Wildavsky (in Ham & Hill 1993: 14) observes that “policy is a process as well as a product” and that it thus pertains to both courses of action and webs of decisions. Of some importance when it comes to the formation of public policy is the question of how the policy decision will be made. The theoretical perspectives on the modes of decision-making are very important. Broadly speaking public policy making can be characterized as being rational, incremental or the mixed-scanning model.



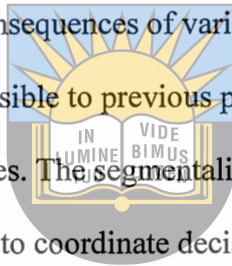
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According to the model of rational decision-making the decision-maker is confronted with a problem that can be both clearly defined and separated from other problems. The goals and values that guide the decision-maker are clear and ranked in order of importance. The decision-maker is able to examine all the alternatives, to calculate the costs and benefits of each alternative, weighing up the consequences of each alternative against the impact of the other alternatives and choose the option which best contributes to the realization of the stated goal. The main weakness of this model lies in the demands it makes on the decision- maker. It assumes problematically that the decision-maker has

enough information about all the alternatives and that he or she can adequately forecast the consequences of each alternative (Ham and Hill, 1993:90). The conventional stages of the rational model, namely, identification of need, setting of objectives, considering alternatives, monitoring outcomes is susceptible to manipulation in the interests of certain groups within and outside a local authority.

However, there are many barriers to rational decision making. In fact, there are so many barriers to rational decision making that it rarely takes place at all in government. Yet the model remains important for analytic purposes because it helps to identify barriers to rationality. It assists in posing the question, why is policymaking not a more rational process? According to Dye (1978:17) at the outset we can hypothesize several important obstacles to rational policymaking. No societal benefits are usually agreed on but only benefits to specific groups and individuals, many of which are conflicting. The many conflicting benefits and costs cannot be compared or weighted, for example, it is impossible to compare or weigh the value of individual dignity against a tax increase. Policymakers are not motivated to make decisions on the basis of societal goals but instead try to maximize their own rewards—power, status, reelection, money, and so forth. Policymakers are not motivated to maximize net social gain but merely to satisfy demands progress, they do not search until they find “the one best way”, instead they halt their search when they find an alternative that will work. Large investments in existing programs and policies (sunk costs) prevent policymakers from reconsidering alternatives foreclosed by previous decisions. There are innumerable barriers to

collecting all the information required to know all possible policy alternatives and the consequences of each, including the cost of information gathering, the availability of the information, and the time involved in its collection. Neither the predictive capacities of the social and behavioral sciences nor those of the physical and biological sciences are sufficiently advanced to enable policymakers to understand the full benefits or costs of each policy alternative. Policymakers, even with the most advanced computerized analytical techniques, do not have sufficient intelligence to calculate accurately costs and benefits when a large number of diverse political, social, economic, and cultural values are at stake. Uncertainty about the consequences of various policy alternatives compels policymaker to stick as closely as possible to previous policies to reduce the likelihood of disturbing, unanticipated consequences. The segmentalized nature of policymaking in large bureaucracies makes it difficult to coordinate decision making so that the input of all the various specialists is brought to bear at the point of decision (Dye, 1978:18).



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However, Leach (1982:15) defends the rational model when he argues that it provides a useful framework for the discussion of policy problems and an appropriate language for doing so. It is a useful framework for understanding and evaluating what is taking place in a particular policy context. It is surely pertinent to ask of any given policy what objectives it is trying to achieve, what alternatives to it have been considered, on what basis the existing policy can be shown to be preferable to a particular alternative. The basis for such questions lies in the framework provided by such models of bounded rationality. They thus act as a vehicle for analyzing, criticizing and justifying particular

policies. It is hard to see how the conceptual framework provided by the rational model could be excluded if one of the aims of analysis is to improve the quality of public policy-making. It should be treated in a much more flexible way than has often been the case.

In the incremental model the decision-maker may consider a limited number of alternatives. These alternatives however may differ only marginally from the existing policy because new policy is constrained by all that preceded it. This model appears to be more appropriate to policy making in periods of policy succession than to times of policy innovation. It does not provide for conditions of extreme policy change (Booyesen, 2006:169).



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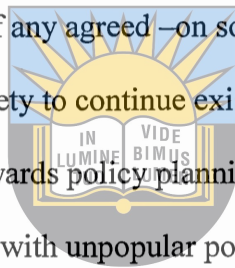
The incremental model provides the decision-maker with much less scope for evaluation and action. It recognizes the impractical nature of rational-comprehensive policymaking and describes a more conservative process of decision making. Incrementalism is conservative in those existing programmes, policies and expenditures are considered as a base and attention is concentrated on new programmes or modification of current programmes. Policymakers generally accept the legitimacy of established programmes and tacitly agree to continue previous policies (Dye, 1981:37). They do this, first, because they do not have the time, information, or money to investigate all the alternatives to existing policy. The cost of collecting all this information is too great.

Policymakers do not have sufficient predictive capacities, even in the age of computers, to know what all the consequences of each alternative will be. Nor are they able to calculate cost-benefits ratios for alternative policies when many diverse political, social, economic, and cultural values are at stake. Thus completely “rational” policy may turn out to be “inefficient” (despite the contradiction in terms) if the time and cost of developing a rational policy are excessive (Dye, 1981:37).

Second, policymakers accept the legitimacy of previous policies because of the uncertainty about the consequences of completely new or different policies. It is safer to stick with known programs when the consequences of new programs cannot be predicted. Third, there may be heavy investments in existing programs (sunk costs), which preclude any really radical change. These investments may be in money, buildings, or other hard items, they may be in psychological dispositions, administrative practices, or organizational structure. Hence, not all policy alternatives can be seriously considered, but only those that cause little physical, economic, organizational, and administrative dislocation (Dye, 1978:37).

Fourth, incrementalism is politically expedient. Agreement comes easier in policymaker when the items in dispute are only increases or decrease in budget or modification to existing programs. Conflict is heightened when decision making focuses on major policy shifts involving great gains or losses. Dye indicates that the characteristics of the

policymakers themselves also recommend the incremental model. Rarely do human beings act to maximize all their values, more often they act to satisfy particular demands. People are pragmatic, they seldom search for the “one best way” but instead end their search when they find “a way that will work” (Dye, 1981:37). This search usually begins with the familiar—that with policy alternatives close to current policies. Only if these alternatives appear to be unsatisfactory will the policy-maker venture out toward more radical policy innovation. In most cases modification of existing programs will be satisfy particular demands, and the major policy shifts required to maximize values will be overlooked. Finally, in the absence of any agreed—on societal goals or values, it is easier for the government of a pluralist society to continue existing programs rather than to engage in overall policy planning towards policy planning towards specific societal goals. However, it is dangerous to continue with unpopular policies that are legitimate and not achieving.

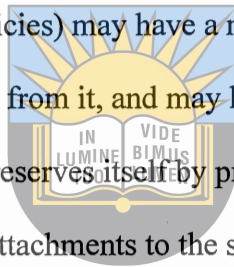


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The mixed-scanning model requires the decision-maker to broadly review the field of decision without undertaking the detailed evaluation required by the rational model. These reviews then set the stage for more incremental decisions and more specific analyses of certain options. Therefore then this approach acts as a corrective to both rationalism and incrementalism. The details required for fundamental decisions are fewer than in the original rational model and the elements of rationality and fundamental decision-making counteract the conservativeness of incrementalism by allowing for the consideration of longer-run alternatives (Ham and Hill, 1993:90).

2.1.2. Theoretical approaches to policy-making

Theoretical approaches to policy-making include the political systems, group, elite, institutional, process, game, corporatism and Marxist theory. The political systems theory is systems-oriented pertaining to both the actors involved in the policy process and the interactions between these actors. This theory starts with the environment from which the political system receives demands and supports which direct the decision-makers towards appropriate policies. The policy outputs are in turn subject to evaluation and feedback. It is recognized that outputs (public policies) may have a modifying effect on the environment and the demands arising from it, and may have an effect upon the character of the political system. The system preserves itself by producing reasonably satisfying outputs, relying upon deeply rooted attachments to the system itself, and using force (Dye, 1981:42).

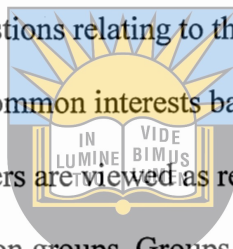


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Dye also indicates that the value of the systems model to policy analysis lies in the question that it poses: What are the significant dimensions of the environment that generate demands upon the political system? What are the significant characteristics of the political system that enable it to transform demands into public policy and to preserve itself over time? How do environmental inputs affect the character of the political system? How do characteristics of the political system affect the content of policy? How does policy affect through feedback, the environment and the character of the political system? The above exposition indicates that the political systems theory is silent on the

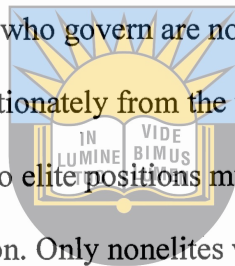
most important aspects of public policy. Furthermore this theory assumes that the outcome is neutral while this is not the case. This theory is criticized for its emphasis on the conversion of demands and support into policy outputs without explaining the actual process of conversion (Ham and Hill, 1993:16). Ham and Hill also note this theory's lack of consideration for metapolicy-making since it assumes that the system is uncontested while it can itself readily be the object of political contestation.

The Group theory deals with the questions relating to the important actors and processes in policy-making. Individuals with common interests band together to press their demands on government. Policymakers are viewed as responding to group pressures. Political parties are viewed as coalition groups. Groups that abide by the rules of the game gain access to the policy-making process and are therefore able to affect the equilibrium between groups of relative strength. The influence of groups is determined by their numbers, wealth, organizational strength, leadership, access to decision makers and internal cohesion. Group theory purports to describe all meaningful, political activity in terms of the group struggle. The power of each group is checked by the power of competing groups. This theory is criticized for the extent to which it portrays the state as the neutral referee in the competition between interests and interest groups (Dye, 1981:22). It assumes that all interests are organized while this is not the case.



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The Elite theory views public policy as the preferences and values of the governing elite. It suggests that the people are apathetic and ill informed about public policy that elites actually shape mass opinion on policy questions more than masses shape elite opinion. Policies flow downward from elites to masses and they do not arise from mass demands. Because of this downward flow of policies one can expect policy changes to be characterized by conservatism and incrementalism (Booyesen, 2006:170). The key principles of this theory are: society is divided into the few who have power and the many who do not. Only a small number of persons allocate values for society, the masses do not decide public policy. The few who govern are not typical of the masses that are governed. Elites are drawn disproportionately from the upper socioeconomic strata of the society. The movement of nonelites to elite positions must be slow and continuous to maintain stability and avoid revolution. Only nonelites who have accepted the basic elite consensus can be admitted to governing circles. This theory views that there is no competition between the elites and there is no such a society.



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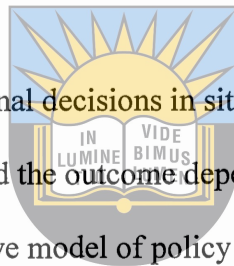
The theory of corporatism means that trade unions and employers organizations are brought into the fold of state decision-making and that these processes become cooperative enterprises in which the actors are mutually dependent. Together the three parties, the state, private sector and trade unions form an extended apparatus for state decision-making. This cooperative relationship can serve purposes of both control and the creation of harmony. This theory notes that the state is not the mere puppet of an economic class as it plays a strong and independent role. On the other hand the Marxist

theory suggests that the capitalist mode of production gives rise to the existence of two main groups of people: the bourgeoisie in whose hands wealth is concentrated and the proletariat. The state in its articulation of the interests of the bourgeois class is an instrument for the oppression of the proletariat. The state caters for the long-term interests of the bourgeoisie because it needs the strong economic base that falls under the control of the latter (Booyesen, 2006:171).

The public choice theory is the economic study of nonmarket decision-making, especially the application of economic analyses to public policymaking. It challenges the notion that individuals act differently in politics than they do in the market place. This theory assumes that all political actors that is voters, tax payers, candidates, legislators, bureaucrats, interest groups, parties and governments seek to maximize their personal benefits in politics as well as in the marketplace. The public choice theory recognizes that governments must perform certain functions that the marketplace is unable to handle.

First, the government must provide public goods. The market cannot provide public goods because their costs exceed their value to any single buyer and a single buyer would not be in a position to keep nonbuyers from using it. For example national defence, protection from invasion is too expensive for a single person to buy, and once it is provided no one can be excluded from its benefits. Second, externalities are another market failures that need government intervention. The most common examples are air

and water pollution. The discharge of air and water pollutants imposes costs on others. Governments responds by either regulating the activities that produce externalities or imposing fines on these activities to compensate for their costs to society. This theory helps to explain why political parties and candidates fail to offer clear policy alternatives in election campaigns. Parties and candidates are not interested in advancing principles but rather in winning elections. Thus each party and candidates seeks policy positions that will attract the greatest number of voters (Dye, 1978:27).



The game theory is the study of rational decisions in situations in which two or more participants have choices to make and the outcome depends on the choices made by each of them. It is an abstract and deductive model of policy making. It does not describe how people actually make decisions, but rather how they would go about making decisions in competitive situations if they were completely rational. Thus the game theory is a form of rationalism but it is applied in competitive situations where the outcome depends on what two or more participants do. The rules of the game describe the choices that are available to all the players. The choices are frequently portrayed in a matrix which represents the alternative choices of each player and all the possible outcomes of the game.

In game theory payoffs refers to the value that each player receives as a result of his choices and those of his opponent. Payoffs are frequently represented by numerical values placed on each outcome. The game theory is an analytic tool than as a practical

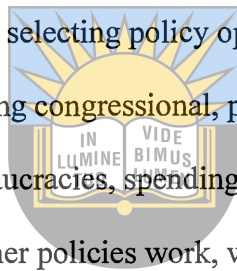
guide to policy making by government officials. The conditions of game theory are seldom approximated in real life. Seldom do policy alternatives present themselves neatly in a matrix. Policy makers can seldom know the real pay off values for themselves (Dye, 1978:27).

The institutional theory indicates that the relationship between public policy and governmental institutions is very close. A policy does not become a public policy until it is adopted, implemented and enforced by some governmental institutions. Governmental institutions give public policy three distinctive characteristics. First, government lends legitimacy to policy. Governmental policies are generally regarded as legal obligations which command loyalty of citizens. Second, government policies involve universality. Only government policies extend to all people in a society. Third, government monopolizes coercion in society. That is only government can legitimately imprison violators of its policies (Dye, 1978:28).

However this theory is criticized of its descriptive approach to public policy. Institutions may be structured as to facilitate certain policy outcomes and to obstruct other policy outcomes. They may give advantage to certain interests in society and withhold advantage from other interests. This theory does not look at the policy content. It ignores the fact that the nature of the governmental institutions affect policy outcomes. It also does not take into consideration the fact that institutions are run by individuals who have

feelings and attitudes. The policy process theory is a set of policy processes which usually follow a general routine: identifying problems, formulating policy proposals, legitimating policies, implementing policies and evaluating policies. Despite the narrow focus of the process model it is useful in helping us to understand the various activities involved in policy making.

It is a worthwhile exercise to keep in mind that policymaking involves agenda setting, formulating proposals (devising and selecting policy options), legitimating policy (developing political support, winning congressional, presidential or court approval), implementing policy (creating bureaucracies, spending money, enforcement of laws), and evaluating policy (finding out whether policies work, whether they are popular) (Dye, 1978:28)..



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2.1.3. Public-policy making in South Africa

Public policy-making in South Africa is viewed as an ongoing and interactive process. A range of policy actors organize into policy communities and policy networks to initiate and direct policy-making. The stream is interspersed with a number of clearing-houses along which draft policies are channeled. The emergent and draft policies evolve along a number of documentary stages. This is called integrated stream approach. It conceptualizes the process as one continuous stream that can be dissected at any given point in time with three dimensions.

Consecutive clearing houses along the policy stream include community forums, public participation forums, departmental forums and task groups, parliamentary portfolio committees, the National Assembly, the National Council of Provinces, the Constitutional Court, government departments, district and local municipalities and the Office of the President. Both the clearing-houses and documentary stages dimensions of policy-making involve all three spheres of government in South Africa (Booyesen, 2006:176).



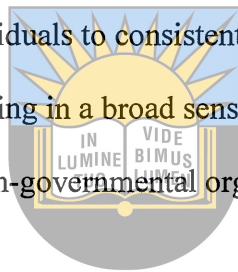
In the second place this integrated stream approach focuses on the conservative documentary stages of emerging public policy. This include discussion documents, government directives, White Papers, legislation, regulations for policy implementation and Cabinet memoranda on progress with policy implementation.

A third dimension of this approach to policy-making in South Africa deals with the policy actors and the interactive complexes of policy actors. Policy actors organize themselves into policy communities according to the issue at hand. The policy community therefore includes what are known as participant stakeholders. The major actors are governmental and extra-governmental. Extra-governmental actors include agencies such as business and labour which may be viewed as corporate policy partners of government. The National Economic Development and Labour Council (NEDLAC) is

an example of corporative arrangement (Booyesen, 2006:176). The integrated stream approach attaches particular importance to community participative interventions in the policy process.

2.2. The Concept of Capacity Building

According to Rossouw and Crous (quoted in Monyai ,2003:11), Capacity building is the process of water systems acquiring and maintaining adequate technical, managerial, and financial capabilities to enable individuals to consistently be provided with safe water for human consumption. Capacity building in a broad sense involves all the partners, be they from public and private sector or non-governmental organizations participating in the development process.



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Elaborating on the different levels of capacity Rossouw and Crous (quoted in Monyai, 2003:11) further define technical capacity as the ability of personnel to adequately operate and maintain the system and to implement requisite technical knowledge; managerial capacity as the systems institutional and administrative capabilities and an ability of a water system to conduct its affairs in a manner enabling the system to achieve and maintain compliance with set requirements. On the other hand financial capacity is defined as the water system's ability to acquire and manage sufficient resources. The point here is that, water systems involve more than one kind of capacity and a deficiency in any one system could disrupt the entire effort.

The Department of Water Affairs and Forestry Guidelines for Capacity Building and Training, Version 1 of 1997, lays down four main principles of capacity building. These principles are:

- participation by beneficiaries
- affordability and sustainability
- use of local skills and resources; and
- health promotion and education



Section 3.3.2 of the guidelines emphasizes that institutional capacity (Local Authorities and Community Management Structures) must be created so that financial, administrative, communication and good governance skills should be developed using existing local capacity as a starting point. The training of the Project Steering Committees (PSCs) and the involvement of Local Government Structures should be the main priority in this regard.

The Department of Water Affairs and Forestry Guidelines for Capacity Building and Training, Version 2 of 1997 spells out clearly that for local government to be successful, capacity building and training has to be well planned, targeted, carried through over a period of time and applied to the work or the community situation.

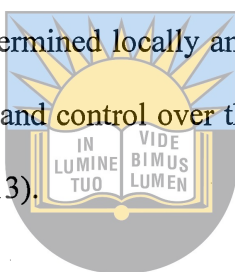
2.3. Case Studies

2.3.1. Local Government in Kenya.

According to the African District Council Ordinance (ADC), (1950,) of Kenya the most important development functions of the local council is water supply, sanitary services, housing, health, primary education and veterinary services. Oyigu (1978) states that if a local authority is to succeed in carrying out its functions, the functions themselves must be capable of being performed at a local level and closely defined. According to Oyigu the duties of the local government of Kenya are not defined. Most functions that are supposed to be performed by the local government are performed by the central government. As a result there is a lack of service delivery. Relating the Kenyan experience Oyigu points out that the problems of non- delivery by local government is exacerbated by the non-payment of rates by the citizens. This resulted in the lack of adequate resource base, inability to perform and worsening of the financial position of the local government structures. It became apparent that local authorities could not provide the satisfactory services required of them without a strong a sustainable resource base (Oyigu, 1983:107).This indicates that the local government lacked financial and administrative or managerial capacity.

2.3.2. Local Government in Nigeria

Narayan indicates that it is a worthwhile exercise to improve power relationships in capacity building training programmes. He basis his argument on the Nigerian experience where workshop results indicated that in cases where there are no resources to enable delivery there is often a sense of lack of ownership. According to Narayan while the project which was evaluated in the workshop was trying to support greater autonomy on the part of local government in the planning and implementation of rural water and sanitation system programs, in effect the main decisions regarding the disbursement of funds for capital costs were not determined locally and therefore had unintended effects of reducing the sense of ownership and control over the project by the local government administration (Monyai, etal, 2003:13).



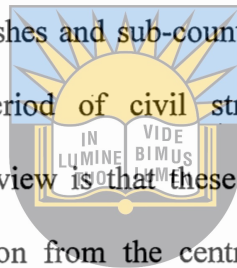
Similarly, while the project was striving to encourage community participation and self-determination, the schedule of project activities was also beyond the control of the communities. This situation was a disincentive for more committed local government. This indicates that this capacity building was not well planned and it does not promote the sense of ownership.

2.3.3. Local government in Uganda

In 1993, every local council in Uganda was given power and responsibility by the Local Government Statute to exercise political and administrative authority to provide services as it deemed fit within its own area of jurisdiction. The responsibilities entailed taking a

leading role in administrative and financial decision-making, mobilizing resources, being given power to lay off incompetent staff inherited from the central government and to replace them with more competent ones (Monyai, etal,2003:14).

The main challenges which were faced by these institutions included limited resources which is the most significant handicap facing all local government councils, lack of experience resulting from the problem of being more profound in the lower tiers of local government, namely, villages, parishes and sub-countries than at the district level, poor infrastructure due to a long period of civil strife, wars and severe economic mismanagement of the past. The view is that these handicaps could be overcome by calling for a combined intervention from the central government, local government bodies themselves and the donor community.



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From the above exposition it is clear that the most crucial activity for successful local government development is that of capacity building and training. For capacity building to be successful it has to be well planned, targeted, carried through over a period of time and applied to the work or community situation. Capacity building is needed at various levels of local government in order to develop human and material resources necessary for long term sustainable operations and management of water and sanitation services.

CHAPTER THREE

THE FRAMEWORK OF THE WATER SERVICE PROVISION IN THE NKONKOBÉ, NGQUSHWA AND AMAHLATHI LOCAL MUNICIPALITIES

3.1. The functions of the village water committees

According to the Water Service Act a village water committee consists of elected community members expected to provide water services in accordance with the Act. Thirty percent of the membership of the committee should be women. The mandate of the village water committees is to provide water services in an effective and efficient manner striving to meet recognized best-practice benchmarks. The provision of water services also includes communication activities related to, gender-sensitive and hygiene promotion. A village water committee may set conditions, including tariffs consistent with this Act, for the provision of water services. It may subject to section 4, limit or discontinue water service to a consumer. The village water committees must also ensure sustainable access to water services that promote sustainable livelihood and economic development (Department of Water Affairs and Forestry, 2003:13).

3.1.2.1. The following sections are a discussion of the experiences of the village water committees in the three local municipalities

The Nkonkobe local municipality

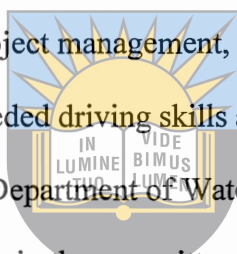
The committee members of Healdtown, Ntoleni and Mlalandle seem to have positive views as far as capacity for the management of the service is concerned. They were confident that they had an understanding of the water services Act and its provisions. The understanding of their responsibilities was limited to supervision of the projects after implementation. That is they secure the water projects against vandalism, grease, repair, operate and maintain the machines used in the schemes. In cases where the function required higher competency level like laying new pipes and replacement of the machines they would seek the assistance of the Nkonkobe local Municipality. They also indicated that community mobilization for water related projects is one of their responsibilities.



The members of the Village Water Committee had been trained by non-governmental organization (NGO) called Help Underdeveloped Communities (HUDEC) on how to operate water schemes. Other non-governmental organizations included HUMAC hired by Amathole District Municipality to do further training on how to operate water schemes. The skills they acquired in training included repairing, operating and maintaining the machine used in the schemes. They were also trained in repairing broken taps, fastening bolts and greasing the machines. The committee members believed that they participated on almost all the stages of the scheme. They participated in the situational analysis (needs assessments, planning and implementation) of the water scheme. This was done by the Nkonkobe Local municipality firstly by calling the committee members to discuss issues relating to water and sanitation, and secondly by

the councilors who explained employment procedures and finding out what problems were being experienced.

However, the three water committees also seem to have common negative experiences as far as capacity for the management of the service is concerned. The three committee members felt that 5-days of training were not enough to master the skills that were taught. Further more, no evaluation was done to test whether they had mastered the skills. They identified other training needs as project management, conflict resolution and truck driving. They indicated that they needed driving skills as to utilize the municipality water trucks when their taps are dry. The Department of Water Affairs and Forestry principle of thirty percent of women composition in the committees was neglected.



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The Nkonkobe Local municipality village water committees seem to have peculiarities. Joji committee members were not confident that they had an understanding of the water services Act and its provisions. The understanding of their responsibilities was limited to securing the projects against vandalism and reporting dry taps to the local municipality. The committee members were never trained by the Nkonkobe Local municipality because of the political infighting they had while other villages were being trained. They never benefited from the training that was offered by the non-governmental organizations that were helping within the area. They participated only on the implementation stage of

the project. They identified their training needs as repairing broken taps, operating, maintaining the machines and plumbing in order to perform their duties.

3.1.2.2. The Ngqushwa local municipality

The committee members of Ndwayana indicated positive views as far as capacity for the management of the service is concerned. They were confident that they had an understanding of the water services Act and its provisions. The understanding of their responsibilities was limited to supervision of the projects after implementation. That is they secure the water projects against vandalism, grease, repairing broken taps and ensuring that the taps that were put in place were delivering. They have undergone training in human resource management. As a result of this training they acquired team building and supervision skills. They also acquired technical skills like greasing, operation and maintenance.



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The committee members of Ndwayana, Ndlambe and Glen More seem to have common negative views as far as capacity for the management of the service is concerned. In Ndlambe and Glen More villages only two committee members were trained. They indicated that the training was a failure because of inadequate time allocated to the training and a huge amount of work which had to be covered in the four days of training. They were placed in a classroom situation which was foreign to many of them since they had never been to school.

The training did not suffice to instill skills to trainees because the practical part of fitting and turning was not catered for. Furthermore, the trainees were given thick documents to read which they found impossible to do within four days. At the end there was no evaluation to see whether the participants had grasped the contents of their learning or whether they had acquired the skills needed. They also indicated that they were not given tools to work with after the training was completed. The village water committee identified their training needs as team building and basic financial management. They would like to work as a team and collect money for repairing broken pipes and taps.



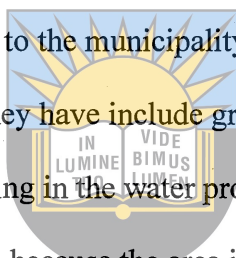
The villages of the Ngqushwa local municipality seem to have peculiarities. The committee members of Pikohi village indicated that they were not acquainted with the Water Service Act and they were not clear of their role in relation to the Act. They perceived as their role to ensure that the taps that were put in place were delivering and report the faulty ones to the municipality. The committee members had never received training. During the training period they were working in the citrus farms.

3.1.2.3. The Amahlathi local municipality

The Zanyokwe and Lower Rabula village committee members indicated they were not acquainted with the Water Service Act (WSA) and that they perceived their role as limited in repairing broken taps in relation to the act. They indicated that day training was

inadequate to master the operation and maintenance skills. They need a thorough training on repairs, operation and maintenance of the water machines.

Furthermore the villages of the Amahlathi local municipality seem to have peculiarities. The committee members Upper Rabula and Ngqumeya villages indicated that they were not acquainted with the Water Service Act and they were not clear of their role in relation to the Act. They perceived as their role to ensure that the taps that were put in place were delivering and report the faulty ones to the municipality. The committee members had never received training. The skills they have include greasing and operation of the water machines were acquired while working in the water projects .The municipality was delaying in attending the water leaks because the area is vast and mountainous with bad roads. The committee members identified their training needs as plumbing, repairs, operation, and maintenance and community mobilization.



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3.2. The functions of the municipality personnel

3.2.1. The general assistants

A job description of a general assistant is to be a handyman. They are required to repair broken pipes and taps, general plumbing as well as laying water pipes. They are also responsible for making sure that the water infrastructure is delivering.

3.2.1.1. The following sections are a discussion of the experiences of the general assistants in the three local municipalities

The Nkonkobe local municipality

The general assistants have positive experiences as far as capacity for the management of the service is concerned. They have attended two days training facilitated by the Water and Sanitation South Africa on fitting and turning. One day was a practical demonstration which helped them to identify different types of water pipes.

However they indicated negative experiences as well. The two days training was not adequate to master the fitting and turning skills. This was exacerbated by the fact that the training was conducted in English while many of them are illiterate. As a result of this they needed intensive training on operation and maintenance, fitting and turning.

They indicated that the Water and Sanitation South Africa (WSSA) a private company that was employed by the Nkonkobe municipality to render water services. In 2004 the services of WSSA were terminated and they were placed under the Nkonkobe Local municipality which never trained them. In June 2006 they were placed under the auspices of the Amathole District Municipality which promised to train them in 2007.

3.2.1.2. The Ngqushwa local municipality.

The general assistants indicated only negative views as far as capacity for the management of services is concerned. They indicated that they never received training from the Ngqushwa Local Municipality. In June 2006 they were placed under the auspices of the Amathole District Municipality which promised to train them in 2007. According to them they needed thorough training on operation and maintenance and human resources management which would make it possible to get promotion posts.

3.2.1.3. The Amahlathi local municipality

The general assistants reflected some positive experiences. Some of them had attended ten days training in operation and maintenance facilitated by the Fort Cox Agricultural College while they were its employees. Years later they were retrenched and managed to get employment as general assistants in the municipality. Some had attended training on operation and maintenance facilitated by the former Ciskei homeland Department of Agriculture while they were working in the Keiskamma-Hoek irrigation scheme.


The training was conducted in their indigenous language and was more on practical tasks (operation and maintenance). However they have shown negative experiences by highlighting that they never received training from the Amahlathi Local Municipality. In June 2006 they were placed under the auspices of the Amathole District Municipality which promised to train them in 2007.

3.2.2. The functions of the team leaders

A job description of the team leaders includes monitoring the general assistants, safe keeping of the tools, instilling the culture of working, creating a two pronged communication and team building. They are required to ensure that the water infrastructure is delivering.

3.2.2.1. The following sections are a discussion of the experiences of the team leaders in the three local municipalities

The Nkonkobe local municipality



The team leaders seem to have positive experiences as far as capacity for the management of the services is concerned. They indicated that they had an understanding of the Water Services Act and its provision. The understanding of their responsibilities included monitoring and supervising the general assistants and ensuring that water infrastructure is delivering all the time. They had attended 5-days training facilitated by Water and Sanitation South Africa. The training was on human resource management held at the head offices of Water and Sanitation South Africa in Queenstown. At the end of the training they were issued with certificates on human resource management.

The team leaders seem to have some negative views as far as capacity for the management of the services is concerned. They indicated that the training was a failure because of inadequate time allocated to the training and the huge amount of work which

had to be covered in five days of training. That training did not suffice to instill skills to trainees. Furthermore, the trainees were given thick documents to read which they found impossible to do within five days. At the end of the training there was no evaluation to see whether the participants had grasped the content of their learning or whether they had acquired the skills needed.

They felt that they were unable to manage the water supply scheme and the labourers they are supposed to supervise in an efficient manner. To make matters worse the municipality employed private companies to supply Water and Sanitation to Reconstruction and Development Programme houses only to be managed by the municipality. In saving costs the private companies uses cheap water and sanitation pipes which cannot withstand the water pressure as a result water leaks are the order of the day. They still identified their training needs as project management, human resource management, team building and conflict resolution.

3.2.2.2. The Ngqushwa local municipality

The team leaders reflected positive views as far as capacity for the management of the service is concerned. They indicated that they had some understanding at the Water Services Act and its provision. The understanding of their responsibilities included monitoring water projects and ensuring that water was available all the time. They had

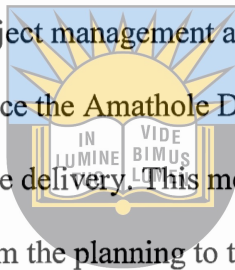
attended four days training on human resource management facilitated by the Department of Water Affairs and Forestry. According to them it was a success because after the training they were able to supervise efficiently. At the end of the training there was evaluation to see whether the participants had grasped the content of their learning or whether they had acquired the skills needed. This was done by means of a test.

Furthermore team leaders were issued with certificates on human resources management.

How ever they indicated some negative experiences as well. The time allocated for the training was inadequate to deal with all the aspects of project management. They still

identified their training needs as project management and human resources management which would be needed in future since the Amathole District Municipality is no longer using consultants in the water service delivery. This means that they would be called

upon to supervise water projects from the planning to the implementation stage.

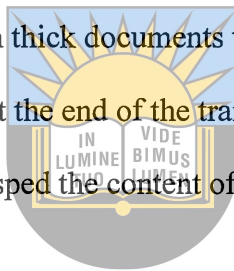


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3.2.2.3. The Amahlathi local municipality

The team leaders indicated positive experiences as far as capacity for the management of the services is concerned. They indicated that they had some understanding at the Water Services Act and its provision. The understanding of their responsibilities included monitoring of the water projects and ensuring that water was available all the time. They had attended 5-days training facilitated by the Department of Water Affairs and Forestry on operation, maintenance and human resources management. As a result of this training there was improvement in their supervision of the general assistants.

However, the team leaders also indicated negative views as far as capacity for the management of the service is concerned. They felt that the training was not thoroughly done because the time for which it was allocated was very short. According to them it was a failure because of inadequate time allocated to the training and the huge amount of work which had to be covered in five days of training. That training did not suffice to instill skills to trainees. According to them they needed more training on the same skills and adequate time should be allocated for them to have a chance to master these skills. Furthermore the trainees were given thick documents to read which they found it impossible to do within five days. At the end of the training there was no evaluation to see whether the participants had grasped the content of their learning.



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3.3. The functions of the Technical Operators

A job description of the technical operators includes the operation, maintenance, repairing, installation of the water machines, supervision of the people using the machines as well as chlorine management.

3.3.1 The following sections are a discussion of the experiences of the technical operators in the three local municipalities

The Nkonkobe local municipality

The technical operators seem to have positive views as far as capacity for the management of the services is concerned. They were confident that they had a clear understanding of the Water Services Act and its provisions. Their understanding of their responsibilities included maintaining, repairing, operating and supervising the people using the machines used in the water schemes. They had attended the 5-days training facilitated by Water and Sanitation South Africa. They attended training on fitting and turning, mechanical engineering, operating and maintenance. At the end of the training they were issued with certificates on mechanical engineering.



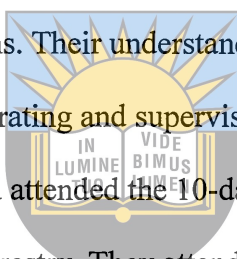
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The technical operators also highlighted some negative views as far as capacity for the management of the services is concerned. According to them the training was a failure because it mainly catered for fitting and turning, operating and maintenance. The scientific part of the training which includes chlorine management and mechanical engineering was not catered for. That training did not suffice to instill these skills to trainees because of inadequate time allocated. Furthermore the trainees were given thick documents to read which they found impossible to do within five days. At the end of the training there was no evaluation to see whether the participants had acquired the skills

needed. They still identified their further training needs as mechanical engineering and chlorine management.

3.3.2 The Ngqushwa local municipality

The technical operators indicated positive views as far as capacity for the management of the services is concerned. They were confident that they had a clear understanding of the Water Services Act and its provisions. Their understanding of their responsibilities included maintaining, repairing, operating and supervising the people using the machines used in the water schemes. They had attended the 10-days training facilitated by Department of Water Affairs and Forestry. They attended a training programme on human resource management and mechanical engineering.




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According to them, it was partly successful because much time was allocated to mechanical engineering to such an extent that they were unable to do human resource management. At the end of the training there was evaluation to see whether the participants had grasped the content of their learning or whether they had acquired the skills needed. They were given practical tests to repair some broken water machines. Team leaders were issued with certificates on mechanical engineering.

How ever the technical operators indicated some negative experiences as well. The time allocated for the training was inadequate to deal with the aspects of the project management and it only catered for mechanical engineering. They still identified their training needs as human resource management which they use in the supervision of people working with the water machines. At present they cannot repair some water machines because they lack mathematical skills.

3.3.3 The Amahlathi local municipality



The technical operators reflected positive views as far as capacity for the management of the service is concerned. They indicated that they had a clear understanding of the Water Services Act and its provisions. Their understanding of their responsibilities included maintaining, repairing, operating the machines used in the water schemes. They had attended 5-days training facilitated by the Department of Water Affairs and Forestry on operation and maintenance. According to them it was a success because after the training they were able to operate and maintain the water machines.

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However the technical operators also indicated negative views as far as capacity for the management of the service is concerned. They complained of inadequate time allocated to the training and the huge amount of work which had to be covered in five days of training. At the end of the training there was no evaluation to see whether the participants

had grasped the content of their learning or whether they had acquired the skills needed. They identified their further training needs as mechanical engineering and chlorine management which were not catered for in the training.

3.4. The functions of the manager

The manager has a duty to provide to all consumers in his area of jurisdiction efficient, affordable, economical and sustainable access to water services. He must take into account among other factors the need for low costs and the requirements for equity. A manager may impose reasonable limitations on the use of water services. In emergency situations he must take reasonable steps to provide basic water basic sanitation to any person within his area of jurisdiction and may do so at a cost of that authority (The Department of Water Affairs and Forestry, 1997:16). A job description of a manager includes planning, drafting business plans for funding of projects, finance management, implementation and supervision of the projects after implementation, maintenance of the infrastructure, hiring and motivation of the personnel.

3.4.1 The following sections are a discussion of the experiences of the managers in the three local municipalities

The Nkonkobe local municipality

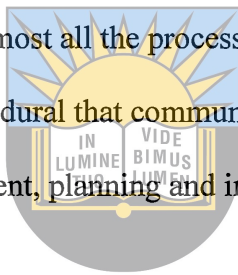
The manager had positive views as far as capacity for the management of the services is concerned. He was confident that he had a clear understanding of the Water Services Act

and its provisions. The understanding of his role includes planning, finance management, implementation and supervision of the projects, human resources management, skills development and the administration of the water and sanitation sector. In cases where the function required a higher competency level such as skills development of the personnel he would seek the assistance of the Amathole District Municipality.

The manager claimed that they experienced no resistance from the communities as far as the prepaid card system was concerned. They attributed this to the role of education and the involvement of the communities from the onset of projects. They had plumbers and technicians to take care of installation and maintenance of the schemes. He had been trained on project management to enhance his managerial skills by AFESIS CORPLAN and the School for Public Administration and Management in affiliation with the University of Port Elizabeth, respectively. In these training programmes he was taught business skills, for instance, how to write a business plan or proposal for funding and efficient management.

According to the manager, he and three members of the Water and Sanitation sector underwent training in conflict resolution. This entailed identification of problem and offering ways to try and resolve those particular problems. The training helped them in the management of water schemes to reach their goals of delivering services to the people.

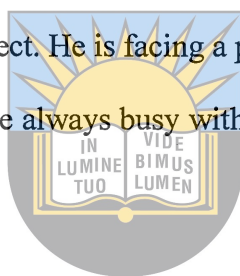
There was also training done at community level by and NGO called Help Underdeveloped Communities (HUDEC) on how to operate water schemes. Other non-governmental organisations included HUMAC hired by Amathole District Municipality to do further training to community Project Steering Committees on how to operate water schemes. The skills that communities acquired in training included repairing, operating and maintaining the machine used in the schemes that is, repairing broken taps, fastening bolts and greasing the machines. Furthermore, the manager indicated that the community at grassroots level participated in almost all the processes at stages of projects of schemes. He believes that it is procedural that communities should be involved at the very onset that is, on needs assessment, planning and implementation.



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The manager also indicated the negative views as far as capacity for the management of the services is concerned. The manager identified his other training needs as project management and financial management because the time allocated for the training was inadequate to grasp these important skills. He indicated that with effect from June 2006 the water and sanitation sector is under the auspices of the Amathole District Municipality. This means that the Nkonkobe local municipality is no longer the water service authority.

According to the manager the personnel and the village water committees will be trained again in 2007 by the consultants from Umgeni Water Board, Water and Sanitation South Africa and Amathole District municipality officials. The training will cater for village committees, interested individuals as well as the personnel in the water and sanitation sector (general assistants, team leaders, technical operators and managers). He indicated that he is facing some challenges in his sector. For example, the general assistants need to have drivers license to qualify for promotional team leadership posts. On the issue of chlorine management, he is the only one helping the technical operators since the whole personnel lacks capacity on this aspect. He is facing a problem of gender equity in water committees because most women are always busy with household chores.

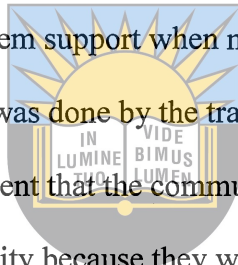


The manager also highlighted the fact the municipality was not part of the inspection team that supervised the private contractors that supplied water in the villages. As a result much of their budget is repairing the damage that was caused by these private contractors. For example they are installing the right water pipes to avoid water breakdowns.

3.4.2 The Ngqushwa local municipality

The manager indicated positive views as far as capacity for the management of the service is concerned. He claimed that he was acquainted with the Water Service Act

(WSA) and that they were clear of their role in relation to the act. He perceived as one of his functions to monitor the water projects and to ensure that all water structures that were put in place were delivering, for instance, they had to make sure that the Water Service Provider was maintaining schemes properly. The manager had received three weeks training in computer skills and human resources management. He also indicated that individuals or a group of people in the villages were trained to be water service providers (WSP) by Mvula Trust. These people were trained on technical skills such as greasing, repairing and maintenance. Mvula Trust visited the WSP's on a monthly basis to evaluate their work and to give them support when necessary. The maintenance of water infrastructure at village level was done by the trained community members. Furthermore the manager felt confident that the community was always informed about the happenings within the municipality because they were often consulted before any decisions on water issues could be made.



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The manager also reflected some negative experiences as far as capacity for the management of the services is concerned. He identified his training needs as report writing, financial management and accountability. The lack of these skills has resulted in the shortage of funds for the water related projects. The funding agencies need properly drafted business plans. Furthermore, the manager indicated that he had addressed the issue of gender equity in the village committees by conducting awareness campaigns. As a result of this the village committee composition was changed to accommodate gender

equity. He indicated that he had written a report about their capacity problems to the Amathole District Municipality so that they can be addressed in the 2007 training programme.

3.4.3. The Amahlathi local municipality

The manager had positive views as far as capacity for the management of the services is concerned. He was confident that he had a clear understanding of the Water Services Act and its provisions. He perceived his role as managing the water and sanitation sector. Further more he perceived their role as designated by WSA entailing the provision of water services to the community as well as the maintenance of water supply and sanitation infrastructure. He indicated that the water committees were formed at the community level. Their duty was to ensure the well being of schemes by communicating with both the municipality and the community.

Further more the manager felt confident that the community was always informed about the happenings within the municipality because they were often consulted before any decisions on water issues could be made. The manager and his staff had attended 5-days training facilitated by the Department of Water Affairs and Forestry on conflict resolution skills, and human resource management. They felt confident that they benefited from the training because they were able to mediate when there was a conflict in the community.

However, the manager had also negative views as far as capacity for the management of the services is concerned. He felt that the training was not thoroughly done because the time for which it was allocated was very short. According to them they needed thoroughly training on the same skills and that adequate time should be allocated for them to have a chance to master the skills. The training did not cater for the financial management which is an important skill in management position. At the end of the training there was no evaluation to see whether the trainees had grasped the content of their learning. He identified their training needs as financial management and report writing which are needed in the drafting of business plans for the funding of the water projects.



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He also acknowledged that at the village level no training was done other than the inventory and stores skills which were imparted by the old Transitional Local Council. They are not able to attend some of the village problems because they are facing staff shortages. They are helped by the technical operators from the Buffalo City municipalities to address some of the problems. The manager hoped that this would be rectified when they attend a thorough training in March 2007 organized by the Amathole District Municipality.

CHAPTER FOUR

AN ANALYSIS OF THE THREE LOCAL MUNICIPALITIES

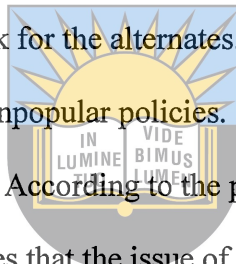
The requirements of the Water Service Act indicate that thirty percent of the membership of the committee should be women. Also the village committees may set tariffs consistent with this Act, limit or discontinue water service to a consumer. Furthermore the requirements of the Act call upon the village water committees to ensure sustainable access to water services that promote sustainable livelihood and economic development (Department of Water Affairs and Forestry, 2003:13).



These requirements are setting high expectations on the village water committees. They do not have the capacity to set tariffs to consumers. In the rural areas water committee members are uneducated and elderly people. It would be difficult to train them in accounting and financial management. It would better if they could be supplied with pre paid card systems. Furthermore it is difficult to discontinue a service from consumers to rural people because their social life style is based on a communal way of living where everything is shared among community members. According to them everyone should benefit from the water supply because it is a scarce resource. This indicates that these requirements are setting high expectations on the rural people.

Furthermore the Water Service Act emphasises the principle of gender equity. In rural areas most women are in charge of households since their husbands are at work.

Therefore then the rural women are unable to be part of the village committees. They can not afford to be away from their homes and attend training programmes. This principle should not be enforced in the composition of the water committees since it is difficult to implement in the rural areas. An alternative approach should be exercised where community awareness programmes on gender equity are promoted so as to take them on board gradually. This problem could be attributed to the principle of incrementalism. In this principle there is no time to look for the alternates. The weakness of the principle of incrementalism is that it builds on unpopular policies. In the case of gender equity it seems to build on unpopular policy. According to the principle of incrementalism there is less scope for evaluation, this implies that the issue of gender equity has not been evaluated because it seems to be a problem in the rural areas.



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Furthermore all the village water committees in their positive experiences indicated that they have undergone training in different areas of water management. The Nkonkobe village committees were exposed to more training than their two counterparts. They first got training from HUDEC on operations and maintenance skills and received further training from HUMAC on the same skills. These are the consulting firms hired by the Amathole District Municipality to train people in the water management services. As a result of training they were able to mobilize the communities on a larger scale. They

benefited from the presence of the nongovernmental organizations that helped in the training of basic skills and other traits.

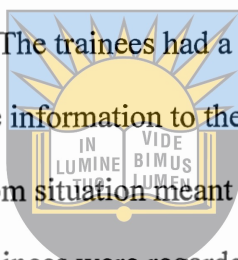
The training offered by these private consulting firms catered for basic skills like greasing, operation and maintenance. However this training is inadequate and cannot promote sustainable access to the water service which is the requirements of the Water Service Act. Sustainability access implies that the water should be available at all the time. The training provided by the above mentioned private consultants had not taken this principle into consideration.



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Furthermore the village committees of the three local municipalities indicated in their negative experiences that the time allocated for the training was inadequate as a result the training did not cover all what was supposed to be learnt by the trainees although the consultants received the full amount for the training. Seemingly they were interested in making business rather than providing a comprehensive training required by the trainees. The trainees were given huge amounts of material to read for which they did not have enough time to absorb. This indicates that the trainees were left alone to study abstract concepts by themselves and they therefore did not benefit much from the training.

Furthermore there was no evaluation done at the end the training to assess their understanding. This reflects that the training facilitators may be lacking capacity to implement proper evaluation mechanisms because they are not teaching and training institutions. Their training is not properly planned and they do not follow up the progress of their trainees. The fact that the training was facilitated in a classroom situation caused many members to be uncomfortable. The academic part of the training was too advanced for them. All the material they received was written in English although the majority of the members had never been to school. This reflects that during the teaching and learning situation language barrier resulted. The trainees had a problem in grasping the content and were not able to disseminate the information to their communities. The fact that the training was conducted in a classroom situation meant that it was stressful to the elderly people. This also implies that the trainees were regarded as people without knowledge. In other words they are passive learners who are always instructed.



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The results of inadequate training have meant that the village committees of the three local municipalities relied heavily on the municipality personnel to ensure that the infrastructure is maintained. The lack of education has implications on the ability of the village committees to report the mal-functioning infrastructure. The fact that in all the three municipalities there is one common problem of the training indicates that the training agencies and consultants have not managed to achieve the objectives of building the capacity of the local government.

Furthermore, in all the three municipalities the training programmes were not attended by all the village committees. In the Nkonkobe municipality the Joji village committee did not attend the training programmes because of political infighting. This problem could be attributed to the principle of incrementalism. The fact that the councilors are chosen proportionally by the party structures indicates that the communities have no input in the choice of the councilors. People are represented by councilors whom they are not familiar with. This has caused many tensions because the communities prefer to be led by local leaders whom they have confidence in.

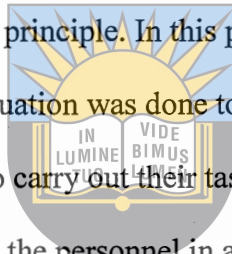


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Furthermore in the Ngqushwa local municipality the Pikoli village members were never trained. The training was not properly planned because it coincided with the seasonal citrus job opportunities for the local unemployed people. In the rural areas there are very few job opportunities hence the community decided to opt for their seasonal job instead of availing themselves for the training programme. This implies that the community was marginalised in the planning stages of the water project. The councilor was also not part of the planning stage. If he was part of the planning he could have suggested an alternative time for the training. This also implies that the municipalities are not serious about capacity building if they can allow other communities to miss the training programme.

Furthermore the general assistants suggested that they were never trained by the municipalities. This implies that they relied heavily on the team leaders as far as the maintenance of the infrastructure is concerned. In the water and sanitation sector the general assistants are the majority yet they were not catered for in the training. This lack of training has implications on the service rendered and on the workload of the team leaders. It also indicates that the general assistants were the most poorly motivated personnel. This could be traced back to the fact that all water pieces of legislation have operated according to the incremental principle. In this principle there is less scope for evaluation. This indicates that no evaluation was done to check if the policy implementers are motivated enough to carry out their tasks. Also this reflects that the training programmes did not target all the personnel in all positions because the general assistants were not catered for.

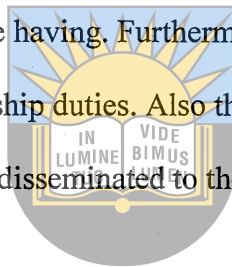


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Furthermore the Nkonkobe team leaders reflected in their positive experiences that they were more exposed to human resource management and community involvement training than their other two counterparts. Despite this training they are unable to supervise the general assistants efficiently and to motivate them. This reflects that the training they received is inadequate. However they were able to create teamwork and a two pronged communication between them and the general assistants. The training helped them in communicating process the high expectations on their assistants. This reflects that within

the same Amathole District Municipality the personnel are performing at different levels. It could be argued that the activities of Amathole District Municipalities are not properly co-coordinated.

The results of inadequate training have meant that the team leaders of the three areas were under-performing in their duties. The fact that few of them were trained has implications on the work load they are having. Furthermore the lack of team building skills has implications on their leadership duties. Also the lack of linguistic skills has implications on the information to be disseminated to the general assistants.



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However the Ngqushwa local municipality seems to have peculiarity to their counterparts. Their technical operators indicated that in their training programme an evaluation was done at the end the training to assess their understanding. This was done by means of a written test. This indicates that the training agency planned to some extent. The results of inadequate training of the technical operators have meant that there was a high shortage of technical skills in the municipalities. This lack of technical skills has implications on the machines they repair. Also the lack of chlorine management skills has implications on the water quality.

The municipal managers indicated that all of them have undergone training in different areas of water management. They had attended training in human resource management, conflict resolution and computer studies. This entailed identification of problems and offering ways to try and resolve those problems. The training helped them to resolve many conflicts in their areas. The Nkonkobe and Nqushwa managers were able to involve the communities from the needs assessment, planning and implementation stages of the projects.



The Nkonkobe local municipality water and sanitation manager seem to have peculiarity to his counterparts. He had also been trained on project management to enhance his managerial skills by AFESIS CORPLAN and the School for Public Administration and Management in affiliation with the University of Port Elizabeth, respectively. In these training programmes he was taught business skills, for instance, how to write a business plan or proposal for funding and efficient management. As a result of this training he became an efficient manager. At the end of the training evaluation was done by means of a written test. This shows that the training offered by the education institutions is properly planned because they have the capacity to conduct evaluation. In educational institutions evaluation mechanisms are used as tools to measure whether the trainees and the learners have mastered the skills to be learnt. The managers in their negative experiences indicated the lack of skills in writing business plans and drawing budgets.

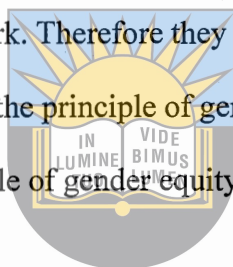
This has implications on the ability of the managers to raise the necessary funds for the sector. The lack of computer skills has implications on the ability of managers to store and retrieve data about the functions of the water and sector. This suggests that municipalities are led by ineffective and inefficient managers.



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The implications of the findings

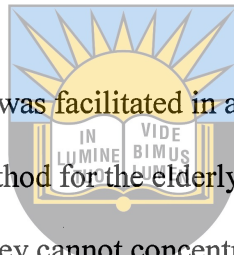
The mandate of the village water committee is the provision of water services. The training attended by the committee members was silent on how to save water. It was more on basic skills like operation of the water machines and repairing broken taps. This has implications on access to water services that promote sustainable livelihood and economic development. The Act stipulates that women should form thirty percent of the committees to promote gender equity. The rural women are always committed to their household chores because they play the role of being heads of households in the absence of their husbands who are away at work. Therefore they are unable to join water committees. Among the rural women the principle of gender equity was difficult to implement. Therefore then the principle of gender equity should not be emphasised in the rural areas.



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In relation to the content of the training the modules were thick although the duration of the training was only five days. It is difficult to grasp such a large content within a short period of time. The duration should have been longer than five days to allow the trainees to master the skills they learnt. In order to save costs the facilitators preferred five days training. The training consultants that were hired were interested in finishing quickly and not on building capacity of the trainees. Furthermore the training did not cater for the evaluation mechanisms because they do not have the capacity to implement them. They are unlike educational institutions which are good in evaluation mechanisms. The

consultants are unable to follow up the progress of the trainees because they are in business. Also the usage of indigenous language was ignored. The neglect of the usage of indigenous language indicates that very few members benefited from the training because few of them understand English. To save costs the consultants decided to use English manuals since they believe that it is a medium of instruction. As a result of this the trainees become inefficient in rendering water services in their communities.



Furthermore the fact that the training was facilitated in a classroom lecture situation indicates that it was not a suitable method for the elderly people. This situation was stressful for the old people because they cannot concentrate for a long time. Also it was foreign to most uneducated elderly people. In other words this was a not a good arrangement for the elderly people. This implies that they were the passive recipients while the facilitators were instructing them. In a situation like this many difficult concepts are not explained.

Furthermore the team leaders indicated that they had never received training on conflict resolution. Conflict resolution suggests that where people interact there is bound to be conflicts and misunderstandings. This highlights that the training was silent on a very

important skill. They are not able to resolve conflicts among themselves, the general assistants and the communities.

Furthermore the lack of chlorine management skill has implications on the quality of the drinking water they provide to the communities. This could lead to the outsourcing of the water and sanitation sector which could have implications on the limited funds of the municipality. The lack of computer, financial management, reporting business plans and drawing of the budgets results in non donor funding. If municipalities do not get extra funding from donors they can not carry out their capacity building programmes.

Furthermore it has implications on the accountability in invested money and infrastructure by the state. It could result on the reliance on the consultants. The above stated problems could impact negatively on the efficiency of the water and sanitation manager.

The nature of South Africa's transition limited the scope for policy innovation. The December 2000 elections ushered in a final phase of transformation in the local government under the Municipal Structures Act, of 1998 and Municipal Systems Act, of 1998. The two pieces of legislation sought to establish a foundation to facilitate a process of change that will overhaul the existing institutional arrangements. All the pieces of

legislation in the transformation of the local government indicated that they have operated according to the incremental principle.

The transition saw new civil servants working side by side with the functionaries of the previous administration in the newly established municipalities. This indicates that municipalities have some experienced personnel which could help the managers to lead efficient water management service. It could be argued that the incremental policy finalisation and implementation gave rise to the lack of service delivery. Thus the municipalities are staffed with ill equipped and poorly motivated personnel.



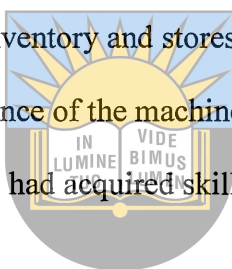
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CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. CONCLUSION.

This study has investigated the question of capacity building in the Amathole District Municipality. The village committee members, team leaders and technical operators seem to have common positive experiences as far as capacity for the management of the water services is concerned. They have undergone training in different areas of water management. The village committees had acquired basic skills greasing, operating, maintenance of the water machine, inventory and stores. The team leader had acquired skills like the operation and maintenance of the machines, repairs and human resources management. The technical operators had acquired skills on mechanical engineering.



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However they all identified the short-comings of the training as follows: The training was not satisfactorily done. The reason for this was the duration for the courses which was too short to cater for most aspects covered in training modules. They indicated that training should be longer to allow the trainees time to understand all the aspects of training. The skills they acquired were limited to repairing and maintenance of the water taps. The content was thick and the duration of the training was only five days. The result of inadequate training indicates that the municipality personnel are under-performing in their duties.

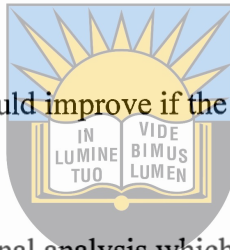
Furthermore the content of the training the modules were thick although the duration of the training was only five days. It is difficult to grasp such a large content within a short period of time. So the duration should have been longer than five days to allow the trainees to master the skills they learnt. In order to save costs the facilitators preferred five days training. The training consultants that were hired were interested in finishing quickly and not on building the capacity of the trainees. Furthermore the training did not cater for the evaluation mechanisms because they do not have the capacity to implement them. They are unlike educational institutions which are good in evaluation mechanisms. They are unable to follow up the progress of the trainees because they are in business. Also the usage of indigenous language was ignored. The neglect of the usage of indigenous language indicates that very few members benefited from the training because few of them understand English. To save costs they decided to use English manuals since they believe that it is a medium of instruction. As a result of this the trainees becomes inefficient in rendering water services in their communities.

The training workshops were conducted in English which meant that the indigenous language was ignored. The evaluation mechanisms to see whether the trainees had grasped the content of what have been learnt were not in place. There were few women that attended the training which indicates that the training facilitators ignored the thirty percent involvement of women by the Department of Water Affairs and Forestry policy.

The weakness of the incremental principle is that it builds on unpopular policies. The policy of gender equity proved to be unpopular among the rural women. They were not availing themselves because of their commitment in household chores. The fact that the training programmes were silent on evaluation is related to the principle of incrementalism because in this principle there is less scope for evaluation.

5.2. The Recommendations

The capacity of the municipalities could improve if the following are taken into consideration:



There is a need to carry out a situational analysis which will identify areas of training needs according to priorities of job specifications. The municipalities must allocate adequate time for the training in order to improve the capacity of the stakeholders in the water and sanitation sector. It is necessary to draw a budget for the training so that the duration of the training is taken into consideration. The municipalities must ensure that the training targets all people in all positions like the general assistants, team leaders, technical operators and the managers in order to improve their service delivery. The use of indigenous language in the training should be encouraged so that the trainees should acquire more knowledge about the management of the water service.

The training facilitators should avoid classroom situations methodologies that are not suitable for elderly people working in the municipality because it is a stressful arrangement for them. The municipalities should make use of other teaching methodologies like group discussions where elders can learn freely and interacting with each other.

Furthermore the municipalities can make use of institutions that provide training, monitoring and evaluation services so as to avoid relying on consultants and private companies. The municipality operations are based on the limited financial resource base so they cannot rely on the service rendered by the consultants and private companies since it is very expensive. They can save a lot of money by utilising the existing educational institution because they are very reasonable as compared to the consultants. Also these institutions have strong monitoring and evaluation experiences. They have capacity for following up the progress of the trainees.

The administration of the municipalities could improve if people with tertiary education are also employed in managerial positions because they are in a position to carry out capacity building programmes in a proper manner. It is a worthwhile exercise to develop a proper organization chart for effective allocation of duties. The municipalities can benefit from this division of labour because the personnel can know exactly their job

description. This can help in the smooth running of the sector and in the improvement of service delivery. They can also ensure that the communities are involved in the planning stages of the project so as to avoid unnecessary tensions that could hamper service delivery.



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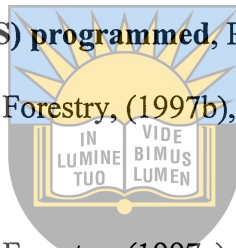
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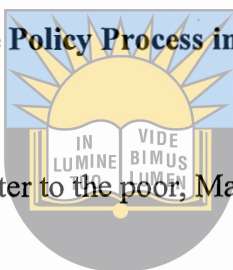
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