

AN INVESTIGATION OF PROBLEMS ASSOCIATED  
WITH WATER PROJECTS IN THE RURAL AREAS  
THAT LEAD TO UNSUSTAINABILITY OF WATER  
SERVICES : A CASE STUDY THE OF EMFUNDWENI  
AREA, IN THE EASTERN CAPE.

BY

SYLVIA THANDEKA NKABALAZA

B.A. SOCIAL WORK (UNITRA)

STUDENT NO.9804453.

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**Abstract**

This thesis examines the problems facing many of the rural water projects, especially in terms of their planning and implementation. There is a strong belief that water services in the rural areas are often not sustainable, and this is one of the major questions facing policy-makers over the last few years.

The complexity of this problem has necessitated the development of a research project which will enable the assessment of various problems that become a barrier to the sustainability of water projects. The present study was carried out in Emfundweni administrative area of the Umzimkhulu district in the Eastern Cape Province.

The methodology was based on a study of opinions, beliefs, ideas and realities as examined through research amongst community members, water department officials, local government staff in the form of the T.L.C's and engineers who were involved with the Emfundweni water project.

One of the key aims of the study was to examine what problems affected the sustainability of water projects in rural areas, with the Emfundweni as a case study. The decision to include community members in the study is based on the fact that people involved in this water project hold their own perceptions, attitude and bias regarding what factors constituted problems that led to the

lack of sustainability of the water project.

The method that was used in the study allowed the researcher to compare the perceptions of the T.L.C's with those held by the community members engineers and water department officials.

The findings supported the five hypotheses set out by the researcher in order to test the working model.

### **List of Acronyms**

DRA	- Demand Responsive Approach
DWAF	- Department of Water and Forestry
F G	- Focus Group
G N U	- Government of National Unity
M T	- Mvula Trust
N A C	- National Advisory Council
NG O	- Non-Governmental Organization
O & M	- Operation and Maintenance
RDP	- Reconstruction and Development Program
R W S S	- Rural Water Supply and Sanitation
T G	- Target Group
TLC	- Transitional Local Council

- TRC - Transitional Rural Council  
 T T - Tap-Trust  
 WH O - World Health Organisation  
 W S S P - Water Supply and Sanitation Policy  
 W S S - Water Supply and Sanitation

## TABLE OF CONTENTS.

	PAGE
Title of thesis	i
Acknowledgements	ii
Abstract	iii
List of Acronyms	iv

## CHAPTER ONE : INTRODUCTION.

- 1.1 Introduction
- 1.2 Aims and objectives of the study
- 1.3 Research problem
- 1.4 Hypotheses

## CHAPTER TWO : LITERATURE REVIEW.

- 2.1 Introduction
- 2.2 South Africa Policy
- 2.3 Basic Service Provision

2.4 Water Tariffs

2.5 Women and Water

### CHAPTER THREE : METHODOLOGY.

3.1 Introduction

3.2 Method of data collection

- 3.3 Ensuring Appropriate data management
- 3.4 Analysis and interpretation of results
- 3.5 Steps in conducting the analysis
- 3.6 Translating Research into action
- 3.7 Strengths
- 3.8 Technical and Social Assessment

## CHAPTER FOUR : CRITICAL POINTS IN THE EVOLUTION OF THE EMFUNDWENI PROJECT.

- 1.1 Critical points in the evolution of the Emfundweni project

## CHAPTER FIVE : FINDINGS AND ANALYSIS.

- 5.1. Introduction
- 5.2 Participation of women and tariffs
- 5.3 Level of service
- 5.4 The role of councilors
- 5.5 The role of engineers

## CHAPTER SIX : CONCLUSIONS AND RECOMMENDATIONS.

- 6.1 Introduction
- 6.2 Conclusions
- 6.3 Recommendations
- 6.4 Contribution to the study of Social Policy

APPENDIX A

APPENDIX B

## BIBLIOGRAPHY.

## CHAPTER 1

### 1.1 INTRODUCTION

The researcher became motivated to carry out a study in the former Transkei relating to problems faced by various communities in sustaining water projects in rural areas because she has spent most of her life in those areas and has experienced the problem of lack of water herself. Since the present government hopes to deliver proper water provision, it is believed that the present research project and experience might be proved useful in providing the government with some evaluation of the impact of water projects in areas similar to the one identified in the case study.

In particular there are many difficulties in the implementation of water projects in rural areas and thus the question of sustainability needs to be vigorously reviewed so that the various Departments associated with the provision can consider and ultimately offer implementable plans which will secure proper and sustainable delivery.

This chapter deals with the aims and objectives of the study, the research problem and the hypotheses.

#### 1.2 Aims and objectives of the study.

The main aim of the study is to investigate problems that are faced by the water projects that lead to lack of sustainability of water projects in rural

areas throughout South Africa . The Emfundweni area in the Eastern Cape was utilised as a case study. It is the study's objective to research what were the problems that lead to the unsustainability facing the water project in the Emfundweni area . Such a study could pinpoint important parameters and experiences that could in the long run help other rural areas avoid the problems experienced in the area under investigation.

Questions will be asked to the beneficiaries of these projects, i.e. the community , the engineers, traditional leaders and local councillors in order to establish the causes of unsustainability in the area's water project. In the course of the research, it is envisaged that perhaps some other issues related to the main topic will come to light for example, issues related to government policies, and how they affect the sustainability of the project as well as other similar projects throughout the country and especially the rural areas that suffer the most from lack of water and proper delivery of services after the 1994 new democratic dispensation.

### (1.3 The Research Problem.

Having sufficient water resources and service and delivery to meet the basic human needs is an essential step towards the health objectives of most governments, yet half of the population of the developing world is still deprived of adequate services in this respect ( World Bank 2001, 2002). The researcher would attempt to discover what problems exist in relation to water projects , their planning and implementation , which ultimately become an impediment to such services been delivered . The researcher would examine why the rural water services are often not sustainable. In

many areas the project starts, people start to receive water from the projects, but the system just operates for a short duration before closing down. The key question to be asked is what can be done to make these services sustainable? After the researcher has identified the problems associated with a project, what will be done to provide solutions?

How is the researcher going to identify these problems?

The researcher needs to know who are the participants and the role players in the service delivery and implementation of a water project .What is also needed is the knowledge of :

- Who benefits from a water project,
- How the beneficiaries think on ways and means to solve the problem of sustainability,
- How proper plan are drawn,
- How are these plan implemented thoroughly

The researcher also needs to establish whether key individuals or groups associated with the problem are within the group that benefits from the project including the funding organization, the engineers, the project managers or leaders , the traditional leaders, the local authority, or community committees. This is a very important issue as these individuals and institutions are directly involved with the service and delivery of this essential human basic need. Proper project management in this respect is of vital importance in connecting solid and scientific planning with implementation that will be devoid of nepotism and corruption (Prozak

1999).

The water projects which have been launched by the government in order to meet the needs of the rural poor, are said to have a high level of failure. This study sets out to examine a particular project and in the process it will attempt to evaluate the elements of organizational and financial sustainability associated with such processes. The participation of the community will be assessed in terms of ensuring the success or failure of the project, in conjunction with all other steps, processes and realities facing similar efforts.

The water project in Umzimkhulu is treated as a case study that will help us to assess problems and achievements in project management and the whole process associated with water delivery throughout the country. It seems as though there are real problems in the co-operation of different levels of community leadership and representation in rural local government structures. The difficulties in sustaining the project appear to be typical of many rural development projects of a similar nature. Such processes involve conflict resolution, poor planning, and weak forms of community participation.

Serious, comprehensive and innovative studies are needed in order to identify the appropriate decision-making systems that could ease the problems of water delivery, with special emphasis on the rural areas, which because of our country's historical legacy have been poor and neglected for centuries.

One of the key problems associated with such projects is the difficulty of covering maintenance costs . This is considered a major obstacle to sound water supply and sanitation financial management ( Jones 1998).

#### 1.4 Hypotheses .

In order to test the usefulness of the proposed working model the following hypotheses were developed.

- 1 In the process of implementation of water projects there are problems of planning, implementation and cost recovery.
- 2 There are poor capacity building levels and weak community management of projects . These realities result in negative attitudes of the community towards payment for services.
- 3 Projects initiated on this basis are likely to fail. There is a major divergence of opinions and perceptions between local government and communities over the management of water projects.
- 4 Women-participation and involvement in rurally-based water projects is poor . This leads to lack of sustainability of water projects in rural areas. Some of the community members do not participate actively in the water projects, although they are the potential beneficiaries from such developments.
5. There is lack of evaluation and monitoring of the water project funds and

implementation process. This despite the fact that funders and project managers are basically responsible for evaluation and monitoring of the project success in the rural areas.

## CHAPTER 2

### LITERATURE REVIEW.

#### 2.1 INTRODUCTION.

In order to translate a project idea into reality, the identification and formulation tasks must take into account community needs and conditions, as well as the social and political environment in which the project will operate. Without these fundamental principles, there cannot be a serious thought of implementing projects in communities (Social Policy Programme 2002)

In this chapter the researcher will attempt to lay the theoretical foundations of the thesis, upon which the hypotheses were based. In this sense various secondary and other sources of information were consulted.

The South African Local Government Association(SALGA), has described the South African water sector as one of the great success stories of the post-apartheid era. The political will to deliver water to the millions of black and predominately rural South Africans who were marginalised by apartheid has been considerable. The end result has been described as “remarkable” because over 3 million people have received access to potable water supplies since the new government was elected to office. (South African Local Government Association, Voice, Volume 4 June 1999). An updated version of the Department of Water Affairs in the national newspapers is

more complimentary in describing the Government's achievements( SOWETAN 14/4/2003)

According to the Development Support and Management Services, (1996:43) fresh water is a finite and vulnerable resource . Adequate water supply and sanitation are elements that are essential to social and economic development .A failure to recognise this reality has contributed to the wasteful use of this resource, growing health problems, and to environmental degradation (Development Support and Management Services, 1996:47). Non-existent or poor water and sanitation services undermine efforts to alleviate poverty and thus meet basic human needs. As requirements grow and water resources are drawn on closer to their limits, so the problem of managing water sources becomes more complex (Skinner 1995:51).

Given the fact that the majority of South African people live in rural areas, rural districts are especially underserved by water and sanitation facilities. So too are low income groups in peri-urban areas ( Chambers 1983:77; Social Policy Programme 2003). Costs of providing emergency services to outer and remote rural areas can be prohibitive. Communities must therefore be mobilised and involved in the planning, implementation and management of water facilities and health and hygiene education programmes (Pybus 1995:32). Community participation in planning and development are crucial aspects of well-defined , planned and implemented projects , as the people in particular areas have the knowledge of their vicinity as well as the existing social and physical characteristics and particularities (Social Policy Programme 2000).

Curtis (1994:148) has identified the central role of women in the provision, management and safe-guarding of water as key priorities in the process of delivery. Overall development of the water sector requires that managers and planners use strategic action plans that will ultimately lead to the identification of basic problems and issues. These in turn will generate political awareness of options and solutions, so that consensus on policies and strategies can be reached. Such a holistic process could be seen as instrumental in developing initiatives that will address core issues (Forster 1994:120). Sustainability is a crucial element of this whole process because a supply and sanitation system is a fundamental social need of any society (Development Support and Management Services 1996:52).

## 2. 2 South African Policy.

Honadle (1985:55) has pinpointed the importance of sustainable existence of water supply and sanitation system throughout the world, especially in the case of developing countries. Efficiency, effectiveness and self-sufficiency are less reliable indications, which often deceive planners or discourage promoters, essentially because of their insensitivity to environmental and political change. According to the World Health Organisation (1994: 3) for water supply and sanitation system to be sustainable, all their costs should be covered. This is an important objective of public utilities and is of crucial importance in developing countries where too many people still do not have access to basic services (Social Policy Programme 2002a). The World Health Organisation (1994:22) pinpoints that risk-taking and deficit-spending measures, based on high technology and the assumption that at

some future time either consumers or the government will pay, cannot be afforded and should be discouraged.

According to Goodman (1979:201) many water constraints were introduced into South African water law between one and three hundred years ago at a time when water and land use circumstances were vastly different from what they are at present. Private and ground water exist on or underneath private land, together with streams which rise and flow over private land (Foster 1994:59).

The state had for many years very little control over what a private land owner did with his private water. The South African water law did not recognize the hydrological cycle as an indivisible continuum, nor does it acknowledge water as a national asset (Foster 1994:60). Instead the law regarded water as belonging to parcels of property all of which were subject to either private or public ownership and allocated a specific use. Water flowing in a public stream is public water. According to Honadle (1985:206) private land owners could and did have rights to divert and use a portion of both the normal and surplus flow of a public stream. Riparian water rights form part of the title deeds of land and were originally granted when river utilization was negligible.

Today, with the immense pressure on water resources, riparian land owners are technically capable and legally allowed to pump a river dry, particularly during low flow periods (Barbie 1995:121). Excessive ground water obstructions, dry land or rained farming as well as the proliferation of farm dams, all of which involve the use and storage of private water, have

resulted in a marked decrease in the amount of water reaching our rivers (Newson 1992:18, Social Policy Programme 2002a)). When viewed in conjunction with the expansion in irrigation which has taken place during the last two decades, a conclusion can be drawn that a relatively small number of land owners have historically controlled the greatest portion of the nation's utilizable water ( Chambers 1983:66; Social Policy Programme 2002a:45).

It is conservatively estimated that over 65% of all water currently used in South Africa is either private water or water obtained via historical rights. Private land owners have the potential to significantly increase this percentage by implementing measures to retain the maximum amount of water on the land (Pybus 1995:102; SPP 2000a) . The Department of Water Affairs and Forestry, White Paper, (1994:2), has set the objectives and the policy of the Department with specific emphasis on water supply and sanitation services . Goals were set and progress in achieving them need to be monitored continuously. Only in this way can problems be identified and resolved at an early stage as Rensburg ( 1988:19) has indicated years ago.

Several of the reasons that have led to the present weaknesses in service provision are :

- the absence of a coherent policy,
- the absence of an institutional framework which establishes clear responsibilities,
- the overlapping of institutional boundaries as well as the exclusion of many areas of great need,

- a lack of political legitimacy and will ,and critically ,
- the failure to make resources available where they are most needed

(Department of Water Affairs and Forestry, White Paper , 1994:15; Social Policy Programme 2000a :32-39).

These are very pertinent and thoughtful points that have been established after serious research , debates and discussions amongst experts as well as various stakeholders and role-players.

According to the Department of Water Affairs and Forestry (1994:49) the need for development to be a “people driven process” is fundamental. There is wide international experience which confirms the view that the provision of services in poor communities will fail if the people themselves are not directly involved. The involvement and empowerment of people has been thus a cornerstone of the approaches of people driven proposed (Department of Water Affairs and Forestry 1994:50). One reflection of this must be the democratisation of the institutions at all levels of the sector since they are often among the first points of contact between communities and the organised state (Curtis 1994:54).

Since water in particular can easily become a focus for conflict within and between communities, the development of effective delivery mechanisms of the service must contribute to the RDP principle of “achieving peace and security for all” . (Forster 1994 :102; Social Policy Programme 2000a:56-59). The RDP identified the provision of infrastructure for services such as water supply and sanitation as one of the key elements in its strategy for

developing the South African economy along its new path ( Social Policy Programme 1996: 23-54; Social Policy Programme 1998).

According to Rensburg , (as quoted in Asma 1994:122) the way in which services are provided must ensure that they do not simply satisfy people's basic needs but also contribute to the growth of a dynamic economy, which is increasingly able to provide all South Africans with opportunities for a better life .

The private land ownership is based on the laws which govern ownership, allocation, access to, use and management of water, and the political system which maintains such laws and fails to undertake timeous reviews to ensure that they continue to serve society in the most beneficial way is bound to fail the people in the long run( De Graaf 1986:59). It can be said that the case of Zimbabwe in the last few months makes this point a very strong one .

According to the Department of Water Affairs and Forestry, (White Paper, 1994:94) the institution has come to realize that its ultimate instrument of control, the declaration of Government Water Control Areas is prohibitively expensive to implement. The Water Act has been in need of rationalization, consolidation and review if it is to meet the anticipated water management needs of a future South Africa (Forster 1994:110). As it stands, some of the more elaborate mechanisms of the Water Act which were designed specifically to circumvent problems with existing water rights, are now unaffordable and presumably unavailable to managers for conflict resolution (Department of Water Affairs and Forestry, White Paper, 1994:95). The recent history has confirmed these assumptions with the situation in both

urban and rural areas ( i.e the severe cuts of water to those who cannot afford it, the development of a civic movement against water and other privatisation and the like (Social Policy Programme 2003a).

One reflection of mechanisms of the Water Act must be the democratization of the institutions at all levels of the sector since they are often among the first points of contact between communities and the organized State as Kean ( 1987:88) has described so vividly .

The co-ordination of the various public organizations involved in the planning and delivery of basic services is essential for the proper and sustainable provision of water throughout the country , especially to the rural areas , the shelter of the poorest of the poor. Economic pressures impose tight constraints on investments in water supply and sanitation, especially in developing countries with flagging economies and high debts (Skinner 1995:103). The situation has become very similar in South Africa after the introduction of the Growth Employment and Redistribution (GEAR) programme since 1996 (Social Policy Programme 2002 b). It is clear that governments and donors can provide only a fraction of the resources needed for the proper and sustainable delivery. Thus communities themselves will have to carry much of the cost of provision. Many new water systems failed because of inadequate maintenance and ineffective management.

The need to empower communities in order to take responsibility for their own service provision, was a lesson learnt from harsh experience internationally(Pybus 1995:160). It was agreed that for sustainable progress, particularly in rural development projects, there has always been a need for

the involvement of communities in the planning , design, financing, construction and maintenance of improved water supplies , with women's groups taking the leading role (World Health Organisation 1986:136; Social Policy Programme 2002a ). The use of public and private sector resources to provide initial training and long term support is necessary to create an environment in which community management can function successfully (Skinner 1995:201).

The Department of Water Affairs and Forestry (1994:2) makes it clear that governments and donors could provide only a fraction of the resources needed and that communities themselves should have to carry much of the cost of service provision. This will be an additional incentives for the communities to feel part of the whole process and safeguard their own achievements , as they are their creators.

According to Rensburg (1988:12) an insistence that disadvantaged people should pay for improved water services may seem harsh but the evidence indicates that the worst possible scenario is to regard poor people as having no resources. This leads to people being treated as the objects rather than as the subjects of development. Such a process generates proposals for unaffordable subsidies which tend to reach only those with influence, leaving the situation of the majority unchanged (Honadle 1985:200). Such international experience can be seen in the process of being implemented in South Africa steadily through the privatisation/restructuring processes as advocated and implemented by the government at all level in the GEAR mould.

Promises of free services for all have , in practice ,usually resulted in some service for a few and little or none for most. A key element influencing a household's willingness to pay for an improved water supply is the household's sense of entitlement to government services and their attitude toward Government policy regarding water supply and sanitation (World Health Organisation 1986:136). The free delivery of some water to all households in the country has been celebrated by the Department of water Affairs (2002), but the reality is that the majority of our people in the country , especially the rural areas have not benefited from such initiatives as there are no water delivery processes in place .This is the reality (Social Policy Programme 2002b:12-17)

### 2. 3 Basic service provision.

According to Asma (1994: 15) the basic water supply needs of people is defined as a quality of 25 litres per person per day. This is considered to be the minimum required for direct consumption, for the preparation of food and for personal hygiene. The maximum distance which a person should have to cart water to their dwelling is 200m (Department of Water Affairs and Forestry 1994:78) .In a steep terrain this distance may have to be reduced to take account of the extra effort required to cart water up steep slopes (Asma 1994:15). The flow rate of water from the outlet should not be less than 10 litres a minute and the water should be available on a regular daily basis (Department of Water Affairs and Forestry 1994:78).

The service of water should not fail due to drought more than one year in fifty, on average. The operation and maintenance of the system must be

effective. ( Midgley 1986:29; Social Policy Programme 2000b)). The desire of many communities to upgrade a basic service in order to provide for household connections should be taken into account during the planning process. If this is not done the system could either fail due to illegal connections or have to be expensively upgraded when there is a demand for house connections (Chapman 1998:130).

Training is one of the factors which will determine whether or not the objectives of the Government of National Unity will succeed in the implementation of the Reconstruction and Development Program (Department of Water and Forestry 1994: 87). Communities are reluctant to involve themselves in self help in countries where the perception prevails that it is the Government's responsibility to provide services (Department of Water Affairs and Forestry 1994:88).

Other international experience suggests that the primary role of central Government agencies and donors must not be that of direct providers and financiers of services. (Valadez 1994:146). Rather than operate and maintain water supply systems directly, central Government and external agencies should create an environment within which locally based organizations can plan, construct, and manage their own services (Chapman 1998:72).

According to Asma (1994:80) the enormous backlog of basic water and sanitation services to local communities will not be reduced unless the communities themselves are empowered to undertake their own development. This is not possible if they do not have the skills required or experience associated with the various levels and stages of the

developmental process. Although training is not cheap, the costs of project failure are far greater ( Valadez 1994:79). Inevitably , thus, because of the procrastination in establishing training resources and in training suitable trainers, it is imperative that the issue of capacity building in this direction receives a high and early priority. The Department of Water Affairs and Forestry has therefore embarked on a program of action which commenced with the holding of a national workshop on training and capacity building in October 1994 (Department of Water Affairs and Forestry 1994:92). These have been followed by various other attempts at training and capacity building , especially after the promulgation of the various acts that gave municipalities the powers to deliver basic services to the people (Social Policy 2003 b).

According to Chapman training of engineers , technologists, technicians, social scientists and other skilled people will need to be increased for it to be sufficient for people in the community to meet future needs. Particular attention needs to be given in ensuring that training is goal oriented to meet the new demands of the imperatives of growth and development(Chapman 1998:98).

Greater numbers of technologists and technicians are required in proportion to the number of engineers with degrees from universities or technikons. There is a dire need to develop new training courses that will prepare people as general development practitioners with an understanding of both the social dynamics of development as well as specific technical skills ( Uphoff 1991:198).

Research has indicated that the local government personnel entrusted with development do not possess skills to undertake service development, operation and maintenance (KwaZulu Natal Parliamentary Debates 2002 ). The key issue is that these elements are of paramount importance when dealing with sustainable service and delivery of water in the country.

According to Pybus (1995:54) in order to build the capacity of such a vast number of communities and to provide trained support staff over a seven year period is a national undertaking of vast proportions. It will require the commitment of many sectors of society and the allocation of substantial financial and human resources. Training and capacity building is not only required at community level, skilled personnel are needed across a broad spectrum at all levels of society and government(Chapman 1998:115). Some of the key training needs are :

\*General community awareness on water, and related issues.

- Information packs and teaching aids must be provided for schools ( Uphoff 1991:58).
- The training of local Authorities and Local Water Committees in the principles of democratic governance and public office is of great importance.
- A basic understanding of water and public health amongst all sections of the population is needed.
- Administrative and necessary technical skills are also essential

(Rondinelli 1993:40).

In general creative solutions are required to produce a cadre of development support workers who are equipped with a balanced set of both community organisation skills and appropriate technical skills ( Rondonelli 1993:41). Of paramount importance is the training of specialized water care technicians. However such personnel cannot be found, trained and produced overnight .It is a long and arduous process.

The Department of Water Affairs and Forestry and the water sector have already made some progress towards ensuring that there are sufficient adequately trained water care staff to meet increasing demands (Department of Water Affairs and Forestry 1994:88). Lastly , the training of professional and managerial staff set up to co-ordinate and sustain the water provision exercise has been seen , planned and implemented as an ongoing process (Department of Water Affairs and Forestry 1994:88).

#### 2. 4 Water Tariffs.

According to South African Local Government Association, ( Voice, Volume 4 June 1999), the evaluations regarding various water projects suggest that communities face a number of problems as state subsidies are withdrawn. First many of these schemes are actually unaffordable at local level. Withdrawing subsidies in many of these projects, and enforcing cost recovery, will only lead to the project collapsing ( Voice, Volume 4 June 1999).

According to (Forster 1994:57) as some of the needs of impoverished black

people are only now being addressed, the unit cost of new services to undeveloped communities is often in excess of similar services which have previously been provided to comparatively wealthy developed communities, especially in the urban areas. The reason for this is that white residents in established municipal areas have benefited over the years from good, cost effective infrastructure planning and the effects of high inflation on cost recovery based tariffs (Curtis 1994: 32; Social Policy Programme 2002b:43-47) In some instances a measure of cross-subsidisation from the industrial sector has reduced domestic tariffs even further ( Schenck 1995:250).

These historical benefits, coupled with the ability of members of the white communities to pay for services, tends to accentuate the differences in service provision between black and white communities (Schenck 1995:263). These are the historical legacies of apartheid that need to be rectified within the context of the new democratic order in South Africa. However, the GEAR/privatisation reality seems to move to the exactly different direction with communities facing serious problems in financial terms. Such realities became evident in the “10 rand service campaign” that took place in poor areas such as Mpumalanga in KwaZulu Natal , Soweto in Gauteng and elsewhere (Social Policy Programme 2003a)

Such a situation can lead to the charge of racial discrimination being leveled at infrastructure developers attempting to overcome the backlog of services in black communities, when in fact they are trying to achieve adequate cost recovery to ensure the sustainability of the service (S. A. Water Bulletin 1999:19). The tariffing policies governing water supplies to rural developing communities in what was known as the homelands, comprise a variety of subsidisation approaches . Many of these are influenced by local politics

rather than socio-economic objectives (Forster 1994:45). In many instances these policies resulted in zero cost water supplies, although nominal flat rate tariffs for unregulated amounts of water become more common as the need to generate revenue has been quickly and easily intensified during the last few years (Curtis 1994:69; Social Policy Programme 2003a).

According to several sources such as the S. A. Water Bulletin (1999:63) and the Social Policy Programme (2002a) rural communities generally have a low ability to pay for the cost of water supply services. In such areas the water supply is visibly drawn from natural sources, often with the minimum of high technology, and thus communities question the reason for paying for a resource that already belongs to them (Chapman 1998:106). According to Forster (1994: 65) the willingness of communities to pay for water in rural areas has been quite low, particularly among male community leaders, who seldom consider the real cost of carrying water over a distance of several kilometers. This seems to be the case also at present (Social Policy Programme 2002a; Social Policy Programme 2003a).

When a new tariff policy is produced it is unlikely to have a strong welfare component. Communities that expect high levels of services and delivery at little or no cost from the new Government in compensation for the years of hardship, will be disappointed (S. A. Water Bulletin 1999:90). The disappointment will be greatest in the ex homeland rural areas where the per capita cost of water provision is highest due to the low density and highly dispersed nature of the communities (Forster 1994:70). The geographical component in this instance plays a very important role in the high cost of water delivery and service and the expectation of the authorities regarding

the payment on the part of the communities.

According to Curtis (1994:83) it is often stated that if water supply schemes are to become sustainable, adequate cost-recovery is essential and in the best interests of the community. Once a community successfully operates and maintains financial assistance, it is possibly capable of arranging finance for future upgrades . When cost-recovery schemes fail engineers invariably blame the market for having a poor attitude towards the scheme and not viewing it as the bargain it really is. It has been claimed that the problem lies in the top-down approach to cost-recovery which does not seem to be the best way to achieve sustainability (Forster 1994:67).

Given South Africa's history, it is clear that cost recovery is something that must be introduced gradually and in a manner which is acceptable and understandable to communities (Chapman 1998 : 205). Communities need to be educated on the realities and parameters of water delivery and cost recovery . It is not a process that can be solved and rectified overnight. Additionally jobs need to be created in these rural areas so that people have financial resources to pay for these services.

Rural areas have a distinct advantage over urban areas in this regard in that service provision is not so politicised with different factions having entrenched their positions. (RDP . 1995:135)

According to Chapman (1998 :205) rural communities are in a different position when compared to urban townships , many of which are currently being absorbed into historically white municipal structures. Hence it is easier

for a rural community to take control of a water supply project and continually assess the affordability of the services being planned (Chapman 1998:206). There is some isolated evidence which shows that community initiated schemes can be sustainable . For example there are communities which successfully resisted incorporation into homelands over a long period of time .As a result they have experienced considerable neglect from the authorities and were forced to attend to their own service needs at an early stage (Department of Water Affairs and Forestry 1999:35). In many instances, this has stretched the government's limited implementation capacity to the limit .Moreover in most cases users have not been consulted or otherwise involved in planning and managing the water resources (Department of Water Affairs and Forestry 1999:35). This process creates serious problems for all concerned.

According to research undertaken by Pybus (1995:162) and the Social Policy Programme (2002a) the result has been a vicious cycle and unreliable projects that produce services that do not meet consumer's needs and for which communities are unwilling to pay. The absence of financial discipline and accountability for performance are reflected in a litany of problems, inefficient operations, inadequate maintenance, financial losses, and unreliable service delivery (Chapman 1998:114).

Even after the International Drinking Water and Water Supply decade nearly 1 billion people in the developing world lack access to potable water particularly the rural poor, and 1. 7 billion must contend with inadequate sanitation facilities (Chapman 1998:114). While the upper and middle classes often receive subsidised services, inefficient water operations have

left little funding for extending services to the poor (Chapman 1998:114).

Countries have generally paid very little attention to water quality and supplies are often unsafe for human consumption. This is the principal cause of many health problems such as diarrhea diseases, which kill more than 3 million people each year and render sick more than 9 million more (Forster 1994:39). Cholera is a disease that has killed hundreds of South African rural people throughout the country and especially in Kwazulu Natal has its roots in the lack of proper water service and delivery (Mohlake 2003).

According to Forster (1994:40) and the Social Policy programme (2002a), once a subsidy is focused it can be difficult to reorientate it to a different target group without significant restructuring. There have been attempts to set per capita based limitations on capital cost subsidies (Pybus 1995:185). However the uncertainty surrounding the population of many larger rural communities is such that it is almost impossible to use this guideline effectively (Pybus 1995:185).

Whilst uncertainty prevails over the nature of capital cost subsidies, it is likely that most poor rural communities receiving basic water supplies under the banner of the RDP will have a portion, if not all of the capital costs subsidised (RDP 1995:138). Rural communities face a number of problems regarding water supplies which urban communities do not have to contend with. For example in developing a water supply service, attention must be given to the protection of the source from which the water supply is drawn (RDP . 1995:138).

According to De Graaf (1986: 40) it is the maintenance of the quality of

rivers and streams which presents the greatest challenge in the process of water delivery. The polluting impact of the use of agricultural chemicals or upstream mineral extraction, can become major threats to rural water supplies if they are not adequately controlled (Forster 1994 :102). The impact of upstream polluting activities on downstream rural communities appears to be increasing. Few industrialists appreciate that many rural communities draw water directly from rivers and drink without any further treatment (Forster 1994 :102). The Department of Water Affairs and Forestry requires industrial water users to return their effluents to the channel of origin in a condition which complies with the general standards for effluents (Department of Water Affairs and Forestry , 1994:61;Social Policy Programme 2002a).

According to the Department of Water Affairs and Forestry ,( 1994:70)it is of importance to note that rural sanitation options are mainly of low technology, labour intensive and can be built by the community with conventional building materials and the minimum of guidance. Therefore if sanitation is viewed as a local or community undertaking, and the community is willing to provide low cost labour, then adequate sanitation facilities can be provided at relatively modest cost. This is one of the most important aspects of a well- planned and implemented facets of water delivery and service.

According to the Department of Water Affairs and Forestry ( 1994:72)this still leaves the issue of who pays unresolved , as the provision of a safe sanitation per dwelling forms part of the RDP's objectives, and this implies that funding will come from the Government. However , this may not be the

case given the almost unaffordable backlog in sanitation and the present focus of attention on water supply throughout the country.

In the process of water and sanitation delivery the beneficiaries have first to be identified and then made aware that they are indeed in such a position to receive the service. Few communities decide collectively to fund sanitation systems. In most cases , it is up to individuals in the communities to decide for themselves whether they want to install sanitation and how much they are prepared to pay for it (Forster 1994:220). This results in an un-coordinated and haphazard development of sanitation fluctuating at various levels of suitability and effectiveness. According to Pybus (1995 :250 ) the new government inherited a plethora of institutional structures when it won the elections in April 1994, but it is arguable that none were as chaotic as those which were responsible for water management and more specifically, water supply.

According to the RDP ( 1995:165) inadequately treated sewerage aggravates poverty by polluting water dependent food sources, engendering disease , and limiting access to safe drinking water. The diseases have a debilitating impact on people and significant , negative consequences on productivity particularly in the rural areas (RDP : 1995:166).

Water resource projects have often overlooked the cumulative environmental degradation caused by several projects because the interactions within the ecosystem have not been adequately considered (Forster 1994:231). The misuse of land , particularly in agriculture ,forestry and mining, has resulted not only in the sedimentation of waterways and

water pollution but also in poverty as lands fail and families are forced to relocate , often to overcrowded cities ( Davies 1997: 32).

According to Pybus (1995 : 257)several development projects have actually deprived poor people, particularly the rural poor of access to water of adequate quality and quantity to sustain them as well as their economic activities. This has occurred when traditional riverine communities have not participated in planning and implementing projects and when their needs have not been incorporated in them (Pybus 1995 : 258).

In the past, poor people have sometimes lost access to water whose quality and quantity has been adequate to sustain them. Traditional riverine communities and indigenous populations have been forced to resettle and either have become further impoverished or have had to change their lifestyles (Forster 1994 :234).

Community participation helps to ensure that environmental resources are protected and that cultural values as well as human rights are respected (Forster 1994:234). Early participation coupled with identification of the full range of alternative actions for an environmental assessment process, provides guidance for decision-making. The Government should place special emphasis on the challenge of meeting the needs of indigenous people. This means that the government at all levels must ensure that the community receive culturally compatible social and economic benefits (Curtis 1994 : 2)

According to Curtis ( 1994:2) participation can help co-ordinate interest,

increase transparency and accountability in decision-making and encourage user ownership all of which increase the probability of a project's success.

## 2.5 Women and water.

Curtis (1994 : 3) has asserted that whilst the vast majority of rural people in developing countries do not have tap water , human portage is still the most common means of transporting it . Water carrying, a task which falls mainly to rural women and their children is arduous, time consuming and can be injurious to health. One of the purposes of improved rural water supply has been to reduce this burden, yet it is apparent that convenient , clean water within the reach of all by the year 2005 will remain a pipe dream (Forster 1994:102). In this, as the U. N. Decade for Water and Sanitation has set a number of prerequisites and conditions for governments to follow.

According to the Department of Water Affairs and Forestry (1994:80) many women spend five hours out of a sixteen hour working day collecting a single load of water , even sleeping out at night in order to wait for their turn to carry up to 30kg of water back to their homes. This work is arduous , leads to injury and deformity and evidence shows that the work of rural women is getting harder. Much time and resources have been spent in installing systems which bring water nearer the home of rural people but this has proved a difficult , slow task and the breakdown rate of new installations is high (Curtis 1994:15).

Thus most African women are condemned to continue carrying water in the traditional way, although throughout the world there is a great diversity of

methods of portage (Curtis 1994:15). In flat terrain barrels may be harnessed to roll along or bicycles with trailers used to carry goods. Developing countries could learn from each other's practices and also possibly from the developed world where low cost devices have been especially developed to make load carrying easier ( Goodman 1979: 137).

According to Kolawole (1982: 20) African women who so badly need new technologies for carrying water have not had access to them .The question , however, remains : even if they did have such access , would they be able to afford any of them? Would the savings in labour be sufficient to persuade women or men, that , to find the money would be worthwhile even if the device showed no direct financial benefits? Transportation problems are worst for those who through population pressure have been forced into poorer agricultural land where there is less rain (Asma 1994:201). Since the land is newly settled , infrastructure is generally poor. This means that in order to provide for daily water needs , the fraction of the day that is spent carrying water is greater in drier zones (Asma 1994:202).

This chapter examined various theoretical and practical aspects associated with water services and delivery. It utilised both international and South African literature in order to identify key historical , theoretical and practical issues associated with the study under consideration , and thus setting up the pace for the empirical and methodological terrain to be tackled in the following pages.

## CHAPTER 3

### Methodology

#### 3. 1 Introduction.

This chapter will outline the methods used by the researcher in this thesis. In 1998 the researcher conducted a pilot study survey of the Emfundweni administrative area in the Umzimkhulu district in the Eastern Cape Province. The project was set in order to research the problem of water in this rural area and why the water services were not sustainable. The presentations of the following data is based on research field trips undertaken by the researcher at the end of 2001.

This study was of interest to the researcher due to the fact that water research was a part of the course work curriculum offered at the Social Policy Programme , at the University of Durban Westville .Thus during the process of research the investigator could combine the theory, and existing policy framework with the application and implementation of water service and delivery on the ground .

The Emfundweni administrative area is near the Ibisi river . This area consists of residential sites that have been newly built, is near the main road and to a large peri-urban area called Ibisi.

#### 3. 2 Method of Data collection.

**A qualitative and quantitative methodology** were used in this study. The information was collected from **focus groups**. The researcher constructed questionnaires for collecting the information from the focus group. Two focus groups were formed. They represented people from the whole area. Each group consisted of twelve individuals. These were selected through the system of purposive sampling, they were people from communities who were directly affected by the water projects , their success or failure.

The researcher also interviewed two Engineers from the Department of Water Affairs, Mr Ngedle and Mr Mabandla. They were not involved in this Water project but in other water projects in the rural areas. The researcher could not get hold of the engineers who were involved in the Emfundweni water project. They disappeared without finishing the project. The researcher also interviewed three community water committee members and two traditional rural councillors from the area. Four types of questionnaires were constructed, which are illustrated at the end of the chapter. Some of the questions were similar in all the questionnaires and some were different depending on the group the researcher was dealing with. This type of method of data collection has been utilised internationally and is widely accepted, as different kinds of people in the community as well as officials have different experience and levels of knowledge about these projects . They also have very different levels of expectations, ideas and perceptions, as they represent a wide variety of social groups.

This particular research method was chosen because it was seen as appropriate and convenient for this study. Confidentiality and anonymity

were guaranteed to all participants in these groups. There were no right and wrong answers, all comments were accepted as important by the researcher, as an open mind to all thoughts and ideas was of paramount importance. A diversity of comments was encouraged all the time. The reason why a tape-recorder was used was communicated to the group clearly. The participants agreed with the use of the device. The tapes were kept in a safe place and the information was not communicated to people outside the research team.

The focus group method was used in this research because during the process the group was put at ease and rapport was built. Negotiating research access was a necessity in this case as the project was being conducted in a rural area. Before the research could be started it was important to know who the “gatekeepers” were. The first question the researcher needed to ask herself was who to contact first.

After she had managed to get the dates, she needed to request a slot in the meeting with the chiefs where the presentation of the study was going to be held. It was of primary importance to communicate with the chiefs first, because this is a part of African tradition, especially in the rural areas. The letters of approval should be stamped by the kings with authorisation to operate in their land as well. The interview schedule was prepared in English. This method was preferred because of its high response rate (Creswell 1994:45).

The focus group method used enabled the researcher to have direct access to self-reported data that concerned the respondent's feelings, needs and

opinions. The focus group method used in this research was chosen as suitable for this study because some of the respondents were illiterate and therefore were unable to read and complete the questionnaire. It also allowed the researcher to probe for further clarification on the respondent's responses. The research study based on the focus group also gave the opportunity to the researcher to observe physically all the participant in their physical environment. This observation was also very useful .

**The sample** was drawn from the local population so as to be able to determine the problems experienced by water projects in rural areas. The researcher requested the local committee to select people who were going to be representatives of the group, as they were part of the community. This means that the researcher used the judgemental sampling frame in order to select these people. It is a sample that has been used extensively in many forms and types of qualitative research projects (Frankfort-Nachmias 1992).

The number of local members as against other groups that were interviewed determined that they were the people who were affected by the failure of the project at this level. It's was also important to interview the engineers because they were involved in the construction of the project, that is in the laying of pipes, the fitting of taps . They were also involved in planning and examining the amounts of funds that could be used for the project. Officials from the Department of Water Affairs were considered important interviewees because they were involved in the planning of the project and in the motivation for the allocation of funds and in the organizing of capacity building agencies for the local people. The traditional rural councillors were also important because they were influential community members who have

had a substantive authority on most people for many years. They were involved in whatever development happened in the community.

The pilot study helped the researcher to assess the suitability of the data collecting instrument, and also helped the researcher rephrase some questions.

### 3. 3 Ensuring appropriate data management.

The tapes were going to be labeled in order to avoid confusion. There was also back-up equipment. The comments that were made by the members of the community were typed word for word in order to help in preparing a thorough analysis. Enough time was allocated to the typists in order to avoid excessive mistakes, otherwise it could be very difficult to extract the meaning of what was said. Sometimes various members of the focus groups talked together with others and considerable time was spent to make the various adjustments in the existing scripts .For this reason it was decided that there should be a minimization of distractions for the typist. Enough time was given for typing so that the researcher could have time to read the report and correct mistakes. After typing two copies were made for future references and safeguarding.

### 3. 4 Analysis and interpretation of results

Analysis and interpretation of data is time-consuming in order to reduce the chances of subjectivity intruding into the process. As soon as the first focus group discussions began, analysis of data also started simultaneously.

Debriefing took place immediately after the discussion. Analysis was done by the members of the team. Tapes were transcribed word for word.

### 3. 5 Steps in conducting the analysis.

All the material emanating from the focus groups , (namely transcripts, tapes, etc) were assembled. All summaries were read at one setting. All transcripts were completely read. The summary of statements was examined-one question at a time.

### 3. 6 Translating research into action.

The information was used to plan new interventions and methods of reaching members of the target population. The information that was gained from the research was used to design educational materials . Through the discussions , for instance on the topic of “problems of water” it can be determined that the community members need to be empowered and educated on

\*how to maintain a water infrastructure ,

\* how to run the project,

\* how to keep tariff funds low and

\*the importance of paying tariffs.

Such information can also demonstrate to potential funders the need for a particular intervention. For instance on the part of people who cannot afford to pay tariffs, funding provision should be made possible. Even the responses of the engineers were informative as they see the shortages of funds in construction and poor infrastructure that requires finance to rectify.

### 3. 7 Strengths of the methods used.

According to Frankfort-Nachmias, ( 1992 : 92) the focus group method yields insights on why people feel as they do about a particular product , issue or behavior. They are easily managed by people not trained in qualitative research methods and are used to explore relatively simple issues. This method is excellent for obtaining information from illiterate people, and does not discriminate against people who cannot read and write. The focus group method encourages participation from reluctant interviewees and engages other group members who feel they have nothing to say. As questioning is so flexible in the focus group method it means that attitudes and opinions might be revealed that would not be observed in a survey questionnaire under any circumstances. The method is considered good for getting a quick idea about a subject. It allows the researcher to gather a significant amount of information in a shorter period of time , because people say whatever comes into their minds and there is no specific method of narrating the story. Empowerment is achieved through listening to peoples' discussions which shows the knowledge that they have, their beliefs, fears, expectations and the like. The research is easily conducted since the language that is being used is the local language ( Baker 1988:

122).

### 3. 8 Technical and social assessments.

According to (Baker 1988:122) the essence of appropriate technology is that equipment and other devices should be relevant to local resources and needs, to feasible patterns of organisation, and to the local environment. It is easy to talk generally about these things, but the problems faced by the projects and their blockage requires a much more detailed analysis. Information is needed regarding :

- local participation,
- payment of tariffs,
- existing community capacity,
- intersectoral collaboration with other sections,
- type of infrastructure of that locality and
- the availability of funds for development.

There are likely to be different points of view in regard to local needs and how the project may affect them . Experts on water supply, local residents and their traditional or modern leadership , as well as government officials may all have different views about what should be the goals of the project. One essential task therefore, is to collect information which clarifies these different views and seeks common ground among them. It is necessary to think in terms of an innovative dialogue in which information, opinion and innovation come from users of the system as well as designs. A more

conventional term for this process is adaptive research, which usefully denotes the need to modify techniques that suit local conditions but which does not sufficiently acknowledge the input which must come from local informants, ( Forcese 1981: 74 ).

If an introduced technology is to take root in a particular locality what is needed, in addition to research as a specialist activity carried out by experts, is a dialogue, such as interactive research. It may appear that more technical aspects of water projects will have to be designed by trained personnel without reference to local views. Payne (1985) argues that the impact of technical expertise on human welfare is limited by how well the connection between professionalism and the problems experienced and perceived by the majority of the population is made. In the context of rural society, an approach in which professionals interact with local people, not merely to study them but to listen and learn from them, is required if water specialists or technicians could be better prepared to observe traditional water arrangements . Researchers need to learn from communities and their experiences , as well as offer their services to training, helping and the development of capacity-building.

Moreover, awareness of traditional techniques might suggest how modern equipment could be used in order to build on existing practices rather than displacing them. Many development programmes fail, and much environmental degradation and soil erosion occur because local construction techniques are ignored or undervalued.

It has become clear thus, that an inter-disciplinary approach is needed in

helping to solve problems of water management. When the sociologist or social policy practitioner surveys water resource problems, she is faced with a two-way challenge. First by using her/his tools of analysis in this field, he/she can contribute toward the solution of problems which if they remain unsolved, will degrade the standard of living within our community. She can regard water resource problems in the rural setting as a laboratory in which to test hypotheses , develop new concepts and tools, and evaluate the precepts of disciplines in the context of man's capacity for adaptation and re-adaptation.

## CHAPTER 4.

### 4.1 Critical points in the evolution of the Emlundweni project. A brief historical background

This chapter presents the evolution of the Emlundweni project extracted from the information that the researcher collected from the two focus groups and local committee members.

The community members in the focus groups were not all active in narrating the history of the project. However, Mrs. Rwexana, who was one of the local committee members, knew when and how the project started and where it stopped. Other members from the focus groups and from local committees also contributed to the acquisition of knowledge. Mrs. Rwexana who is a retired teacher, reported that in 1993 she was attending a chief's meeting in town. It took place at the municipality office. There she came across various people who were taking forms. When she tried to find out what was happening by asking other community members in the vicinity, she was told that any rural area that needed water services should take the forms and

fill them. They were from Tap-Trust, in Kokstad. She took the forms home and showed them to the chief. He advised that they should call a community meeting so that they can pass the message to the community, and give them the opportunity to respond and advise on what to do. The meeting was called without engagement with the committee, through announcements at the school and visits to households with the help of others who were assisting

the chief.

In the first meeting, the chief introduced the issue, stating that Mrs. Rwexana came with the forms for applying for installation of water tanks in their locality. People were impressed with the idea. The chief asked the community what the first step that must be taken should be. One of the community members responded by saying that a local committee must be elected. The community members agreed to elect a committee, which would oversee the initiation of the project. The community elected Mrs. Rwexana, Mr. Khafu as chairperson, Mr. Mfingwana, Mrs. Mkhize, Miss Ludidi and Mr. H Mbanda. The chief advised the committee members to set a date for the next meeting so that they can give a report-back of what the results of the application are. Mrs Rwexana advised the community members to attend the meeting so that they can be aware of every progress relating to the process.

Firstly ,the forms were submitted to the municipality after they were completed by the committee members. The Tap- trust responded by approving the application, with the request that the Emfundweni community must open a bank account so that the funding that was going to be allocated could be placed directly there. The Trust also advised the community members to collect the tariff lists and details from the community and urged them to discuss the issue of how much each household can offer to pay for the provision of the services. The committee members called a meeting and told people that the application was approved (Mrs Rwexana, initial interview, 1999, final interview 2001 ).



The committee members reported in the meeting that a tariff needed to be paid, in order for the project to be maintained after it was finished. This tariff was needed to be paid immediately, so that a bank account can be opened. Tap-Trust would then be able to deposit the funds in their account. The committee decided that each household should pay a sum of R50 per year. Most people paid immediately to the extent that committee members

managed to open a bank account, by the end of that week. After the allocation of funds Tap-Trust organised a workshop for the committee members to empower them on how to manage the project. The workshop took place over two days. The committee members were trained on :

- \*How to manage the project,
- \*How they should manage finances and
- \*How they should keep their financial records as a team.

They were also trained on how they should manage any crises that could arise during the project operation (Mr Khafu, interviews: 1999 and 2001).

*“The first engineer introduced to us was Mr Mackenzie from Ninhamshand contractors” said Mr Khafu. “He seemed very serious and committed and worked for a reputable company”*

Mr. Mackenzie stayed for a very short period of time in the area and left without starting the project. He was then replaced by John Rees. The latter arrived with a geologist who could not speak English, only Afrikaans.

The geologist reviewed the prospect of underground water and conducted a drilling operation in order to reach the water underneath . In this task he was helped by employees who were recruited from the community. Thus a number of temporary jobs were created during that period . When the geologist finished the drilling operation, Mr. Rees took the underground water for testing. Two tanks were installed, the one tank was above the local area and the other tank was nearer to the chief's place. The wing for pumping water was installed, which had a five year guarantee. The initiation of the project took place in 1993.

It took John Rees four years to finish the project, because he and his group usually disappeared for some months and then came back again (Mrs Rwexana, interviews, 1999 and 2001). The project started its operations in August 1997, four years after it was initiated. During the operation of the project, there were complaints from members of the focus group, because they felt that delivery was very bad .

*“During the time the project was operating we could not get good services as we expected , thus we were all worried about the quality of the work*

*done”*, said Mrs Mlenzana (Interview 2001).

The tanks were locked, and were only opened during certain hours of the day. For instance , the tank was opened at 9 o'clock in the morning until twelve o'clock and opened again at 2 clock in the afternoon until 4 o'clock in the afternoon .This was , as expected, completely unacceptable to the

community . This became very evident in the focus groups , where many people expressed their frustration and disgust about the functions, rules , procedures and delivery of the whole project.

Mr Khafu, the chairperson of the local committee supervised the operation of the tank. Only one tank operated at that time. People were not allowed to bring large containers because water got finished very fast. Those who were working could not get enough water because at 9 o'clock they were at work and at four o'clock when they came back from work, the tank was already closed (Mrs Bidla, interviews, 1999 and 2001). Although unemployment is high in the area, many people in the focus groups said that this situation was unacceptable for those who were employed and their dependants.

Things became so bad that sometimes people could not get water from the tank for a week and Mr Khafu reported that the water was finished. After a week, the tank started operating again.

*“In January 1998, the pipes broke and water services were blocked .This had a very bad effect on the community , who despite the problems were at least happy that some water delivery took place”* said Mr Khafu (Interview 2001).

The members of the Emfundweni water committee phoned Rees and reported that the pipes were broken but the contractor took time to respond. They could not use the tariff because they were told by Rees that the pipes had a five year guarantee. Rees came with a Mr Smith and told the

community that the pipes would be repaired . Then he left. Mr Smith requested that the committee members pay him the full amount before he started the job. Although Mrs Rwexana advised the committee members not to give Mr Smith the whole amount demanded ,the full amount was paid to the contractor immediately(Mrs Rwexana, interview, 1999 ; Mr.Khafu , interview 2001).

However “*Mr Smith left after received his full pay , and he never came back*”, said Mrs Rwexana (Interviews 1999, 2001). The committee members phoned the contractor and expressed their disappointment but there was no response from Mr Rees.

Following this open betrayal ,the committee members went to the magistrates’ office to request advice on what they must do concerning the problem. They left their phone numbers to be contacted , but there was no response from the magistrate. This despite the fact that what the contractors did was against the laws of this country. In September 1998 a lady by the name of Esmie from Amanzabantu in Kokstad approached them and promised to take over from where the project was left.

“*Up to now we are still waiting for Esmie's, promise*”, said Mr Khafu (Interview 2001).

The members of the community did not involve themselves in the project, as after they had voted for the committee, they never came back. The reality is that they felt very upset and disappointed with what has happened, and this

became very obvious in the process of the focus groups . The TRC as the local government representatives were aware there was community money involved in the project, thus inevitably they were interested in the process. When the researcher asked the T. R. C's members how the Emfundweni project operated, they did not have any knowledge of the project's existence (Interviews with TRC members in 1999). They also reported that, the members of the community did not want to involve them.

*“Even if we can find a new contractor, there is no balance(of money) at the bank , and the local government representatives are simply not interested in the whole process, thus our community suffers these problems”*, said Mr Khafu (Interviews 1999 and 2001).

There was no community financial resources at the bank. Thus this project was in need of additional funds in order for it to be reconstituted. The Tap-Trust identified the project. According to the attached project cycle, in the initiated stages, the T.R.C. 's were not involved at all not even in the planning stage, but the chief, committee members and the community members were directly involved with the process.

It surfaced in personal interviews and the focus groups that the major problem was faced during the operational stage when the engineers would disappear for a while, and the project thus came to a standstill. The project took a very long time to reach the stage of implementation in the cycle. According to the project cycle the implementation stage was not possible because of the broken pipes that were not repaired .Thus the implementation stage took six months. The major problem was caused by a lack of

monitoring and evaluation. Engineers did not monitor the development of the project, thus they were unable to see to the problems that affected the implementation stage. In short , in terms of planning and policy implementation the project management cycle was seriously defective , or undermined.

Another critical stage in the cycle was when the engineer who came to repair the broken pipes took the money he demanded as a down payment and never started any work. That is one of the incidents which destroyed the project. In 1999, the project was recycled and put on the Bott schedule for the 2000 ( Interviews with TRC members 2001).

## 5. RESEARCH FINDINGS AND ANALYSIS OF RESULTS.

### 5.1 INTRODUCTION

This chapter will concentrate on the information that the researcher has collected from the field, which will be connected with the hypothesis and the theoretical overview underpinning the thesis.

This chapter will presents an analysis of the data collected through the use of the two focus groups, the TRC , the engineers and the local committee members. The interviews of the focus groups and the local committee members took place at the chief's house at different dates. The chief organised the different groups according to their schedules and availability.

The researcher advised him that he must mix the two focus groups, to ensure that a mixture of males and females are present in each group .As the table below indicates , the two groups were representative of different ages. Representativity was very important because the sample was a non

probability one , and great care was taken in the selection of those who participated in the focus groups.

The T. R. C's were met at their offices in town at Umzimkhulu. The two engineers were interviewed in the Umtata region at the Department of Water Affairs and Forestry. The researcher met the chief , Mr Mkhize, on the 4th of

August 2001. She met the two focus groups on the 19th of August 2001 at different times . She met the first focus group at 10:00am in the morning and the second focus group at 2:00pm in the afternoon in . The first table indicates the gender composition of the two focus groups.

TABLE 1

**Gender composition of focus groups**

GENDER	NO. OF 1 <sup>ST</sup> FOCUS GROUP	NO. OF 2 <sup>ND</sup> FOCUS GROUP	PERCENTAGE
FEMALES	8	9	42.5
MALES	12	11	57.5
TOTAL	20	20	100%

The age distribution of the participants appears in Table 2

TABLE 2

**Age distribution of respondents**

AGE			
Table showing age distribution of 1 <sup>st</sup> and 2 <sup>nd</sup> Focus group			
Age group	No. 1 <sup>st</sup> focus group	No. 2 <sup>nd</sup> focus group	Percentage
16 - 25	0	0	0%
26 - 35	1	0	2%
36 - 45	6	4	25%

46 - 55	9	12	53%
56 - 65	4	3	18%
66 and above	0	1	2%
Total	20	20	100%

## 5. 2 Participation of women and tariffs.

The rate of women participation was less than that of males. The researcher wanted to know from the first focus group if females usually attended the local meeting. One male participant responded by saying that there were very few females who attended the meetings. He further said that

*“In other meetings, one could not find even one female attending the meeting”.*

This was a statement that did not elicit great debate because there was a general agreement to it. Thus the researcher felt that it was important to gauge from the females whether they had any problems in attending the community meetings. The female respondent reported that, the females have a lot of work to do at home, they have to fetch water, cook, wash clothes and look after children, in other words work that males in the area will not perform even if they were unemployed. These gender-generated activities have to be performed daily, and thus there was no time for them to participate in such meetings.

It was further reported and discussed that the issue of females attending meetings is new to women in their area at least . It was said that historically their husbands attended the meetings and returned home with the report-back . In the second focus group, one female responded by saying that, as females, they must stay at home all the time, they must give birth to children and they must take responsibility of bringing-up children. The breast-feeding mothers are not supposed to go to gatherings as they catch the evil spirits and back home the baby will suck the breast-milk that is evil and the baby will be sick. There was really no conversation on this point as there seemed to be an agreement with this statement .

Another female responded by saying that when the head of the house returned he should come to a warm home. The home is warm if the wife is there, looking after it. Immediately after the husband arrives at home, the wife must give him warm food and make it a point that he gets whatever he wants in that environment .

*“These are the norms of our culture and we women must be respectful of them ”*, said the respondent.

One male respondent in the second focus group reported that, while he was working in Durban, he left his wife to take responsibility of his household. His wife, during the day when the children are at school, has to look after cattle, goats, chicken, pigs and see to it that his dogs are getting enough food to eat. These are responsibilities given to her by life realities themselves and her family and traditional values.

The same male respondent did not think his wife had time for attending meetings. He further reported that as head of families, men are supposed to go out to look for jobs and leave their wives behind. When their wives are left behind, they should take full responsibility for the household. One of the respondents said,

*“the moment she goes to the meeting, the thieves get into my house and steal my property”.*

One of the members of this focus group reported that the females active in the project were the females from the local committee.

A lady teacher from the first focus group reported that as working mothers they do not have time to attend the meetings because they leave their homes very early in the morning and come back late in the evening. She indicated that even if the meeting was scheduled for the week-end they did not have time because they have to attend to domestic problems, attend funerals, and other social affairs even if Saturday is a half day. The respondent further reported that if one is on vacation leave, she could be able to attend the community meetings.

The researcher inquired as to whether the females present contributed to the discussions at the meetings. The respondents reported that most of them do not contribute, they keep quiet. Contributions were better from the females who are in the local committee and those who are educated, although those

who are educated do not frequently come to the meetings. It was observed in the meeting they are very shy, they usually want to hide behind others. As one of the participants said :

*“They do not oppose and they do not contribute”*( Dlamini, First Focus Group, 1999).

Some of the women interviewed had excuses for this lack of participation :

*“We usually suffer from backaches when we have fetched water more than three times per day”* , said Mrs Mamtolo(Personal interview 2001).

The distances also affect the females because households are often far from fountains and rivers. They do not want anyone at home to waste water, and always observe the amount the members of the family use for baths, dishwashing, drinking, cooking and cleaning of dishes (Mamtolo, in the 2nd F. G. 2001). This has become a routine of life that does not change.

The females minimise water use in their households by using water that was used for rinsing the dishes, and for washing hands if one comes from the toilet. They also used the same water for cleaning the rooms in the house . On occasions big containers are collected and the boys use the sledges and cows for fetching water. If there is a truck or a van available it will be used for fetching water for the occasion but if neither of the two assistants is available, the females from different households will try and fetch water on their own. *“That becomes so strenuous for us ”* , said Mamjoli (Personal

interview (2001).

Another problem they experienced was the problem of getting dirty water in the rivers and fountains.

*“The animals are using the same spot for drinking”*, said Mrs Mtwā a nurse by profession (Mrs.Mtwā , interview 2001).

The women said they try to get up very early in the morning so that they can get clean water. The fountains are not fenced. If the water is dirty, they are forced to wait for at least thirty minutes, so that the dirt can clear out in the fountain. They use the Ibisi river for washing their clothes. The diseases familiar in children are, scabies, diarrhea, and vomiting. Mrs Mtwā said *“these diseases are caused by the fountains that are not fenced”* (personal interview , 2001).

When the researcher wanted to know if women participated in the initiation of the water project, they reported that they attended the first meetings though they did not contribute much in the discussions. This they said was

the case because of the traditions that men were more involved in such important decision making .When they realized that the project was not progressing, they did not attend any more meetings.

These findings emanating from the focus groups and personal interviews in the area under investigation can be seen as bearing similarities with various writings that appeared in the researcher's literature review . The writings of

Curtis that appeared in earlier chapters support these various statements where human portage is still the most common means of transporting water, a task which falls mainly on the shoulders of rural women and their children. This task is arduous, time consuming and can be injurious to health and lead to deformity.

The information gained through the focus groups shows that women still hold stereotypical (“traditional”) values that lie at the back of their minds. These women say that:

- they cannot initiate,
- they cannot plan or
- they cannot participate

in any development within the community. This is principally, but not exclusively due to the fact that initially the community meetings held at the chief’s house were attended by men, and no women were involved in the community meetings.

The issue of women not participating in the meetings during the initiation, planning and implementation stages goes back to the way of socialization based on African customs and cultural background. Curtis (1995) further explained that participation can take help in many ways:

- Co-ordinate interest,
- Increase transparency and accountability in decision-making and
- Encourage user ownership of the project.

All these ingredients would inevitably increase the possibility of a project's success. Lack of community participation, especially on the part of women can lead to failure of the project. This becomes an even more increasing possibility when women lose faith in themselves, and do not frequently attend meetings mainly due to stereotypical ideas based on tradition and

culture that advocates the beliefs that females are supposed to be at home performing domestic work.

On the important issue of the tariffs it became evident that people from the Emfundweni area had a varied different socio-economic status. Eighteen percent of the participants in the focus groups were teachers, 5% were nurses, 2.5% were clerks, 7.5% were casual workers, 27% were getting the government grant and 40% were unemployed as indicated in the table below (TABLE 3).

TABLE 3

Occupations of focus groups participants			
Distribution according to occupation of two focus groups			
Occupation	No. 1 <sup>st</sup> focus group	No. of 2 <sup>nd</sup> focus group	Percentage
Teachers	4	3	18
Nurses	2	0	5
Clerks	0	1	2.5
Casual Workers	2	1	7.5

Getting Government Welfare grant	5	6	27
Unemployed	7	9	40
Total	20	20	100%

There is a need for financial subsidies that will help the Emfundweni community to maintain the water project. This is true because even for the community members who have a monthly income, it is difficult to sustain the project financially. This despite the fact that several middle class people such as teachers and clerks can manage to pay the monthly tariffs. The reality is that the majority of the people who will ultimately benefit cannot really afford to pay the tariffs continuously.

The researcher observed that some of those who could afford to pay did not do so because they had a negative attitude towards the water project, and did not want to involve themselves with it. One respondent told the researcher that he will never participate in the project because the process that was followed did not satisfy him (Dlamini, personal interview 2001).

Another respondent told the researcher that he was not participating in this water project because he did not have the money that was needed to maintain the water project. The researcher saw this as a lack of capacity among the committee members to influence the community members to pay the tariffs.

Poor training in financial management at local level also hampers cost recovery. Innovative ways to collect funds from often-dispersed population was not considered. The capacity of the committees to recalculate tariffs as required in order to deal with short-term cash flow problems, or to support families that simply can not afford to pay for water services was weak.

### 5.3 Level of service.

The researcher wished to know from the groups whether the water project rendered good services to the community. Most of the respondent indicated that they were not asked in the initiation phase what the design should be . On the contrary they were given a design that was not of their choice.

One of the respondents said that he personally needed a design where taps should be installed in each household. What he did not like with the design provided for them was that young boys usually took off the caps of the taps and the water pumps out the whole night . Thus the service is affected, there is wastage of water and the tariff increases. He further explained that even if it was an expensive design, he preferred paying for it. It was thought that all families could control their consumption if the design was more advanced (Mr Mlenzana 1st F. G. , 2001).

Most respondents reported that the services they received from the project lasted for a very few months, and the project stopped operating. However, they reported that even when the operation of the project was in full swing , there were limited times when service was in fact delivered.

*“Those who were at work during the day could not get enough service and the same is true of those who looked after the animals ”*, said Miss Mlenzana. Mr Khafu, the chairperson of the local committee who was in charge of the tank was the person who had first hand information about the whole operation, its strengths and weaknesses , which with time became very familiar to the whole community.

The tank was opened at 9 o'clock in the morning and closed at 3 o'clock in the afternoon. If one could not use it that time, she had to go and fetch water from the river or the fountain. There was a limit on the amount of water one could have per household. One was not allowed to come with more than 20 litres of water per day, this was the maximum allowed . This meant that many of the women had to go to the river for their washing.

*“The water from the tank was not pumping out in a normal way, it was pumping out slowly, this created serious problems for members of the community as time was wasted”*, said Mr Ngobozi. This led to a very long queues because people had to wait for a long time for the water to be pumped. The closing of the taps at three was very inconvenient for a number of people.

It was generally agreed that the service delivered to the inhabitants of the area from this project was very poor during its implementation phase. After a few months , there was a report that the pipes were broken. People had to return to the rivers and fountains for water. The fact that sub-contractors were paid money but did not fix the damages is still discussed with

bitterness by the participants. It is very difficult for them to understand such a situation , where human greed and self-interest almost destroy the lives of a community.

*“I don't know why they didn't use the R50 that we paid to repair the pipes”* said Mr Ntondini (Interview 2001).

It became evident in the focus groups and the interviews that when members of the community asked the committee members in the meeting regarding this issue, they would say that the money was not for repairing the pipes as The pipes were to be repaired by the engineers. There were other issues to be thought, however , in conjunction with this money:

*“There were rumours that this tariff money has been misused by the committee members”*, complained Miss Mlenzana (Personal interview 2001).

She further reported that the members of the community were becoming less active towards this project because in the end they did not trust their

committee members. Even when the project was implemented its location was still considered as been far from many of the other households. There were many households even during the operation of the project that were still getting water from the fountain. This was considered unfair by members of the community.

The allocation of funds by the Tap-Trust directly to the committee members

was seen as another problem that seemed to have an effect on the failure of the project. The Tap-Trust agency did not make any follow-up and /or monitor the use of funds, although they knew that the Emfundweni community members did not have the skills of financial management and book-keeping .

#### 5. 4 The role of the councillors.

In September 2001 the researcher went to Umzimkhulu town to meet the councillors, Mrs Hodi , Mrs Mabuntane and Mr Dlamini in their offices. After the introductions and explanation of the purpose of the gathering, their faces changed and they showed signs of being shocked and feeling

puzzled. The researcher tried to make them feel at ease by telling them that this information was going to be used for research purposes only. Even after these assurances the TRC members were still tense. The researcher wanted to know from them how the water project came to operate at Emfunweni area and the process that led to the stalemate.

The researcher was told that an approach to the Emfundweni chief should be made because the T. R. C members were not involved by the community at any stage of the project, thus they did not have much to report.

*“ I was so embarrassed in the first meeting I attended at Emfundweni area on the water project, because I was treated as an outcast”* , said Mrs Hodi.

She further reported that the leaders of the community did not want to

involve her in any of the things that they were doing. Thus :

\*The councillors were not prepared to do anything regarding the problem of not working together with the Emfundweni community.

\*They were not prepared to solve the problem of the lack of communication between themselves and the community leaders.

\*The councillors did not participate in Emfundweni Water Project, because of the misunderstanding between them and the Emfundweni community members.

These attitudes indicate beyond doubt that there is a major divergence between local government and communities. The T. R. C's and the community of the area did not work together and both of them were not prepared to address and solve the conflict. It seems there were not even prepared to talk about this important issue.

The Emfundweni area community did not involve the T. R. C's from the initiation stage of the project. Even when one members of the TRC tried to attend a meeting with the community on the project, the community members did not want to involve T.R.C. members in the water project. This reality surfaced both in the interviews with the TRC members and during the focus groups.

It can be said then that this lack of communication and cooperation was one of the reasons that led to the failure of the project because the TRC might have helped during the disappearance of the engineers and during the breaking of the pipes because they are frequently exposed to these problems as compared to local community members. People in this location were still getting water from the untreated river and fountains even after the project had been introduced in the area.

Table 4 below shows the participation of all stakeholders and potential role players in the project under investigation . It indicates the different positions of actual and potential participants in the process, thus illustrating past weaknesses and future solutions in terms of active participation and delivery at all levels in the project management cycle.

A careful study of the participatory trends of role players and stakeholders pinpoint the vital difference between the various approaches to development , especially the “top down” and the “bottom up” patterns . It can be said that a combination of the two approaches can be seen as the ideal for many conditions to be found in South Africa at present.

TABLE 4

Table showing participation of the stakeholders

A Table Showing participation of he stakeholders		
Stakeholders		Participation
Local Community	*	
T.R.C.'s		*
T.L.C's		*

Engineers	*	
Induna	*	
Government officials		*
Private Sector officials	*	
Local Government		*

### 5.5 The role of engineers.

In September 2001, the researcher met the three engineers in Umtata at the Department of Water Affairs and Forestry. They were Mr Mabunda, Mr

Ngedle and Mr Mabandla. The researcher could not communicate with the engineers who constructed the project because, no one could locate them.

These engineers were chosen because they were involved with unsustainable water projects in several rural areas. Their main areas of operation were the Umtata and Ngqeleni districts. The researcher wanted to know from the engineers, what the problem was on their side of the operation relating to the area under investigation.

They said that they were not given enough time to first inspect the area where the project was going to operate or to inspect the infrastructure of the area so that they could come up with a relevant estimation of the amount that was needed for the sustainability of the project. Thus the funds were allocated without an understanding of the infrastructure of the area, and the estimation of the funds that were needed for the area was incorrect. There

was no plan or time-frame regarding the duration of the project. There was also no plan of how the capacity building of the community members would be enhanced. In fact they were oblivious to the fact as to who was in need of capacity building.

Thus it became obvious that the key potential coordinators and participants in a 'social compact', i.e. Tap-Trust, T. R. C's, engineers and community members did not work together to plan how they were going to involve themselves, and explain clearly the role each stakeholder was going to play during the construction of the project. This was possibly the foundation of the failure of the whole project.

The project implementation faced the problems already mentioned and this led obviously to distrust and anxiety at local level. These are some of the people's problems that led to the failure of the project as explained by the engineers, who are professionals in the field:

- Funding is time related and has to be used within a timeframe.
- The projects started without adequate planning.
- There was no communication between interested parties.
- Technical and logistical details were non-existent.

The harsh reality is that when the government allocates funds for a project,

it expects those funds to be used within a certain period of time. If the funds

have not been used in that time, they are withdrawn from that project and are allocated to another project that is in need of funds. This shows that, the government does not consider the planning phase, because initially the planning stage can take up to five years in big projects. In fact it all depends on the complexity of the project being planned. This was explained to the researcher very clearly by the professional interviewed . The key issue in the delivery of the particular service was the lack of infrastructure:

*“The infrastructure of the rural areas is very poor. It is very difficult to deliver a good product there, things are very bad”*, Mr Ngedle said.

He further used an example of a project where workers found a big stone underneath the ground that needed a lot of funds to be removed. They were forced to move to another angle because of that big stone they could not remove. Each project has its funds allocated, and one is not given provision, for something that may arise, which needs more funds. The Department needs to be given ample time to plan because water projects require a lot of planning. In the particular case there was a serious lack of planning

(personal interview 2001).

When the government allocates funds, they must be used in a short and specified period of time, within a given a time-frame . The engineers need to first visit the areas where the project has been allocated in order to plan and make estimates needed for the construction of the project (Mr Mabunda, interview, 2001). Following this procedure, the engineers then attempt to negotiate with the government in order to allocate sufficient time for

planning purposes. It was felt that the engineers who were given the task of constructing the Emfundweni Water Project did not have enough funds for the project because of the infrastructure.

The engineers interviewed did not want to comment about their counterpart who was paid the whole amount of money from the community and disappeared immediately afterwards:

*“ This was one of the factors that showed that the community members lacked the skills of “financial management”, said Mr Mabandla.*

The engineers commented that the community must have workshops and become educated about their own projects, so people could become capable to participate, pay the tariffs and lead the projects to completion. The members of the community need serious monitoring and the project needs to be evaluated by the members of a private agency or government departments. When such tasks are undertaken there will be guarantees that projects such as these can become a permanent and successful features of many communities, especially the poorest of the poor, with special emphasis on the rural areas of our country.

## CHAPTER 6

### 6.1 Conclusions and Recommendations.

The final section of the dissertation will concentrate on the conclusions and recommendations of this study . Despite the fact that the researcher faced a series of logistical, scholarly and personal problems in the process of conducting and analysing of the results collected , it is felt that the conclusions and recommendations accompanying the findings will enrich our collective knowledge regarding water delivery, approaches to development, the project management cycle and the like.

#### 6.1.1 Conclusions.

The researcher concludes that the water project at Emfundweni administrative area is a typical example of a project that is unsustainable. The problems that were crystalised in the hypotheses and which surfaced in the literature review, have proven to be true. The hypotheses that in the implementation of water projects there are problems of planning,

implementation and cost recovery have been confirmed in the findings of this thesis. In the project under investigation , there was no plan involved.

\*Funders from the Tap-trust and the Department of Water Affairs did not plan on exact amounts of funds would be needed for the project as well as for the maintenance of the project by involving the community members as

well in their planning. This is one of the reasons why the Emfundweni water project did not become sustainable.

\* Women involvement and participation in this project was poor. This was also one of the reasons that led to the failure of the project, because women are the people who are directly affected by the water problems in the rural areas. Women are those who are cooking and performing domestic work at home. Thus they can share with the rest of the planning team what actual problems affect the issue of water in the rural areas, they can even advise on the solutions that can be made to solve the water problem. Women are integral parts of the solution on these issues and their direct and active involvement is of great importance for the future.

In chapter five the findings showed that women did not participate in the group discussions in the focus groups. This means that they still keep the problems within themselves due to the way of socialisation and culture within the traditions of the Xhosa people. In these the women do not go to meetings in order to discuss development issues. Thus the husbands who are the traditional heads of the house initiate issues and take the crucial decisions. This process can lead to the failure of the water projects in the rural areas as the present thesis has indicated.

It was obvious that many of the women see themselves as “domesticated people” in a traditionalist, stereotypical way that accepts that man are the job-seekers, food providers and masters of the household, while women need to cook, carry the water from the river and keep the house warm,

prepare the food and look after the children while the men make the key decisions in community meetings.

#### 6.1.2 Recommendations.

In the implementation of water projects there are problems in

\*Planning.

\*Implementation , and

\*Cost recovery.

The researcher recommends that there must be a collaborative approach during the planning stage. There must be a “social compact” agreement for cooperation, understanding and open channels of communication.

During the planning stage, the key stakeholders and service providers need to come together and agree on all steps to be undertaken in a given project. These will include :

\*The TRC s,

\*The private sector,

\*The government,

\*The engineers and

\*The community members of the area where the project is going to be located .

All these stakeholders must plan together so that they can address all the angles of water services, the strengths and weaknesses of the community, the vicinity, and the infrastructure in existence. They must provide enough time for planning so that they can give an accurate quotation for the funds expected to be used by the project. Planning will also help with funds for capacity building amongst the community members .It will also help the planners to try and apply for subsidies internationally because most people in the rural areas cannot manage to pay tariffs . This is true because of poverty, unemployment and insufficient grants to support the members of the families. This is one of the most critical factors that lead to the failure of the water projects in rural areas.

Those who are training the community members must see to it that the members who are being trained have understood the contents included in the training course to the extent where they can independently implement the skills and knowledge gained from the training. The training can take different forms, practical skills, building and planning skills, project management and the like.

The planning should also help to invite serious and successful service provision organizations for the capacity building. Enough planning can also

give the engineers time to inspect the infrastructure of the area thoroughly. Planning can help the funders to allocate the actual amount sufficient for the project construction. The planning stage can also help on the issue of tariffs because it can prepare the community members for the tariff payment, so that they are not taken by surprise. They must be oriented on the importance of tariff contributions.

On the problem of funding being time-related and having to be used urgently causing projects to be started without adequate planning, the researcher recommends that, as our government policy emphasises fast and adequate delivery to disadvantaged communities, it must also allow more time for the spending of the funds it has allocated.

It usually allocates one year for the spending of funds for development, if those funds are not spent in a speedy way, the government stops the allocation. It is important to the N. G. O. 's and the Water Department to approach the government on the issue and enlighten them of how the project operates as well as the importance of having more time on planning before one can rush into implementation, and indicate to them how issues of this nature can lead to a possible failure of the project.

In the problem of a major divergence between local government and communities, the researcher recommends that the government and the N. G. O. 's try and organize workshops where they show the communities and the local authorities how important their collaboration is and how this can lead to the ultimate success or failure of their development projects. They must also show how important their collaboration is concerning projects and

educate them on how to deal with their differences in future, and try to show them how their differences can lead to the failure of the project.

According to the Second phase RDP. Water Programme (1995:2) the communities will have majority representation on the Steering Committees, and will also be represented on the Technical Management Committees. Before funds can be released for the particular project a steering Committee through the Project Manager, must submit a business plan to the Programme Manager who will thereafter submit it to the Programme Manager who will thereafter submit it to the Funding Office for approval. Where specific training or communication activities are required for the Communities these will be provided and funded as an integral part of the project. It is essential that the project be community driven in order for the community to accept responsibility for it and be willing to pay for services. Approval of the Business Plan by the communities is essential.

These guidelines were nothing but empty letters in the water project under investigation .

### 6.13 Medium and long term objectives

Despite the partial success of the KwaZulu-Natal Pilot Project in terms of water delivery (Social Policy Programme 2002a)

the various parties involved have brought a variety of interests and capacities to the table in the interest of doing something different in evolving a

partnership within general objectives that have not been fulfilled in most cases.

There must be a tangible and achievable set of objectives such as;

\* The provision of water and sanitation services and/or a commitment to upgrading services that already exist in specific areas, with emphasis on the rural districts and municipalities;

\* There must be community awareness programmes that will be related directly to aspects of infrastructure provision;

\* The community must be directly involved in decisions which affect water and all other services ; and

\*Cost recovery as element in ensuring sustainability needs to be thoroughly negotiated and agreed upon between service providers and the community.

Such a partnership needs to be exploratory at first and the primary partners need to include:

- The municipalities of the target area;
- Water Ministry officials Mvula Trust;
- Private sector representatives
- The community/ies affected

- The Water Research Commission, a state board sponsoring and coordinating applied research in water-related issues.

An important component of such partnerships being is to record the history of the project, the experiences of the participants, and thus draw out the lessons learnt in comparative perspectives. Within continuous meetings and consultations there is the need for a reporting mechanism that will be able to identify problems and provide feedback in respect of such issues to a Project Management Task Team for possible resolution.

The contributions made by municipal services, as key agents of developmental service and delivery as well as non-governmental organisations and international water companies, need to be assessed seriously in this process .

Another question critical to the issue is the proper utilisation of lessons learnt in the history of service and delivery in our country as well as the direct and or indirect approach of the existing or future partners in the equation.

There must be a set of Social Evaluation Indicators set in for assessing the stages , success or failure of the project .These can be :

\*Social impact indicators

\*Economic/ Financial indicators

\*Sustainable indicators; early warning about what needs attention

- \*Performance monitoring
- \*Checklist
- \*Evaluation indicators
- \*Human and non-human resources indicators.

These are recommendations based on research findings and experience both internationally and nationally , including the researcher's present report. Water and sanitation delivery and services are in fact basic human rights for all to enjoy. The commercialisation and privatisation of such services pinpoint to a complete turn-about of the government and its commitment to the RDP.



## 6.2 CONTRIBUTION OF THE STUDY TO SOCIAL POLICY.

The study has provided a framework upon which future development initiatives and efforts in a water project in Emfundweni administrative area could be based.

As social policy and development practice moves to a developmental paradigm, practitioners need to equip themselves with strategies that will help make their work with the communities sustainable. Social Policy is espoused by the government of National Unity in South Africa through the Reconstruction and Development Programme and the Growth, Employment and Redistribution (GEAR). This is a change which shows the ability of the government to adapt to trends that have swept across the world resulting in the change of focus and approach in the field of development.

The Social Policy Programme future modules need to concentrate on the issues that need to identify the imbalances of the past, that were caused by the apartheid regime and provide students with both theoretical and practical case studies that will boost development and growth at all levels of society.

Water is one of the developments in the rural areas that have been affected by the apartheid government. Water is a basic human right and needs to be delivered to millions of our people throughout the country as a matter of urgent priority.

END

## Appendix A.

Questionnaire: (Focus Group).

1. Presently where do you fetch water from?
2. How many times per day do you fetch water?
3. Who is fetching water at home?
4. Are the home animals using the same spot for drinking?
5. What type of diseases do you experience in children? How often?
6. Are you using the same spot for your washing of clothes?
7. How did this water project come to operate in this area?
8. Were you part in the planning of the project?
9. If yes, did you show any interest towards the projects?
10. Who elected the committee members?
11. Did you attend the community meetings? How often?
12. Were the TRC 's involved in this project?
13. If not, why?
14. Who funded the project?
15. Did you pay tariffs? How were the tariffs set?
16. How much did you pay per household?

17. In which year was the water project introduced in your locality?
18. Did you get piece jobs during the construction of the project?
19. Have you once received any water from the project?
20. If yes, how long did it take to operate?
21. If no, what was the problem?
22. How are you planning to solve the problem that is affecting the sustainability of the water project?



## **Appendix B.**

Questionnaire (Local committee members).

1. Presently where do you fetch water in this location ?
2. Who is fetching water at home?
3. How many times per day do you fetch water?
4. Are the home animals using the same spot for their drinking?
5. What type of diseases do you experience in children?
6. Are you using the same spot for your washing of clothes?
7. How did this water project come to operate in this area?
8. Were the community member's parts in the planning of the project?
9. If yes, did the community members show any interest towards the project?
10. Where the committee members democratically elected?
11. How often did you plan to call the community meetings?
12. Were the TRC 's involved in the meetings?
13. If not, why?
14. Who funded the project?
15. How much was allocated for the project?
16. Who opened the bankbook for keeping of funds?

17. Did you collect tariff for operation and maintenance from the community members?
18. How much did you charged per household?
19. Were you given some social and technical training on how to run the project?
20. Did you feel capacitated after you received the training?
21. Which agency has the training skills?
22. Are the community members paying the tariffs?
23. How much do you have at the bank presently?
24. In which year was the water project introduced in your locality?
25. During the operation of this project, did the members of the community get piece jobs from the projects?
26. Was the project completed?
27. Have you once received any water from the project?
28. If yes, how long did it take to operate?
29. If no, what was the problem?
30. How did you plan to solve the problem that affected the sustainability of the project?

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