

**POLICY, PLANNING AND PROVISION: A CASE STUDY OF
WATER IN THE LIMPOPO PROVINCE**

by

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Masters in commerce specializing in project management**

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DECLARATION

I Charlotte Tshikani Mdanisi declare that

- (i) The research reported in this dissertation, except where otherwise indicated, is my original research.
- (ii) This dissertation has not been submitted for any degree or examination at any other university.
- (iii) This dissertation does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
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Mdanisi Charlotte Tshikani

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ABSTRACT

The purpose of this study was to explore and understand how policies and legislative frameworks impact on the planning for water provision in rural areas, and in particular, the Makosha village in the Mopani District Municipality, Limpopo Province.

The research method used was qualitative, which is exploratory, descriptive and conceptual in nature. The sample selection method was purposive since it was targeting specific people. Data were collected from a focus group and individuals through in-depth interviews.

The findings of the study for the focus group were presented under the following themes:- Problems related to water provision; problems related to rights; communication between the municipality and the community; and respondents' envisaged recommendations related to problems of water supply. The findings for the individual interviews were also presented under the following themes: - The district municipality's expression of its difficulties when providing water; and planning.

The results of the study provide evidence that water provision in rural areas is still a challenge. Mopani District municipality does not have the capacity to provide water. Water sources in the Greater Giyani municipality are not able to provide water to the various villages due to inadequate infrastructure. In the Makosha village, technical challenges are a cause of the problem. Illegal connections, lack of public participation in water provisioning activities and lack of skills in water provision were also identified as a cause of the problem. It is noted that the use of the Water Service Development Plan (WSDP) and the Integrated Development Plan (IDP), as planning tools, were not properly implemented.

The study recommends that planning for water provision should be in line with the various legislative frameworks put in place in the country. The two planning tools, i.e. Water Service Development Plan (WSDP) and Integrated Development Plan (IDP) must be used in planning for water provision in all municipalities which are either a water service authority (WSA) or a water service provider (WSP). The capacity of the municipality should be improved in terms of skilled human resources, financial resources and infrastructural development. The Water Services and local government sectors should create a culture of public participation in the activities of the municipality. Monitoring and Evaluation should form an integral part of project implementation.

Key phrases: access to water, water provision, rural areas, Makosha village, Mopani District Municipality.

ACRONYMS

| | |
|-------|---|
| ANC | : African National Congress |
| DWAF | : Department of Water Affairs and Forestry |
| FBW | : Free Basic Water |
| IDP | : Integrated Development Plan |
| MDGs | : Millennium Development Goals |
| NWP | : National Water Policy |
| RDP | : Reconstruction and Development Programme |
| SDBIP | : Service Development Budget Improvement Plan |
| WSA | : Water Service Authority |
| WSDP | : Water Service Development Programme |
| WSP | : Water Service Provider |

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CHAPTER ONE

ORIENTATION TO THE STUDY

1.1 Introduction

This chapter deals with the orientation to the study and also serves as a point of reference. It is an orientation to the study in that it provides preface concerning this research project. It also provides an opportunity for acquiring the most important aspects of the project at an earlier stage. It introduces the background of the study, problem statement, motivation, purpose, research questions, data collection methods, research ethics, limitations of the study, definition of concepts as well as legislative and policy frameworks of water services.

These aspects are not only orientational but are introductory to the entire study, and they are the base for the subsequent chapters. The other chapters that are discussed subsequent to this introductory chapter are not necessarily dislocated but are complimentary both in terms of sequence and content.

1.2 Background

Globally, safe drinking water, good sanitation and hygiene remain the most important commodity for people's health, survival, growth, and development. Water provision to the rural poor has been discussed around the globe for some time now. Water has always been a scarce resource from one generation to another and sustainable mechanisms are yet to be discovered in order to redress the dilemma (Norstrom, 2007:5). Despite the challenges that still exist, the South African government is still obliged to making sure that such services are received as required by the United Nations Millennium Development Goals (MDGs) that every citizen in the country has access to portable water by 2014 (The Presidency, 2008:21).

Burger (2005:483) makes reference to 'A better life for all' an electioneering statement that formed part of the African National Congress' election campaign rhetoric and as

such became incorporated, in the last decade, into the aims and objectives of the government today in South Africa.

South Africa has always had the challenge of translating such goals into social reality across all sectors, including the water sector. The challenge South Africa faces is the provision of basic services to all citizens. Prior to 1994, it was estimated that 30% to 40% (approximately 14 million people) of the country's population was without adequate water supply.

The study reported by Momba *et al.*, (2006: 15) has shown that many rural settlements are currently receiving portable water supply that is below the minimum quality standards set by the government. These minimum quality standards are *inter alia*, that, 'Every person should be able to access 25 litres of water daily, of good quality, walk for 200m from the dwelling to fetch water, the water flow should be 10 litres a minute, the water need to be 98% available and provision for upgrading of the service should be provided' (*White Paper on Water Supply and Sanitation Policy*, 1994: 34).

The provision of water in the various municipalities is based on the minimum quality standards as set by government. This study is conducted in the Mopani District Municipality which consists of five local municipalities; namely, Greater Giyani, Greater Tzaneen, Greater Letaba, Ba-Phalaborwa, and Maruleng. The population for the district is estimated at 1 224 873, spread over 348 villages. The study is conducted at Makosha village which is within the Greater Giyani Local Municipality. The estimated population and the number of villages for each local municipality are reflected in table 1.1. below:-

Table 1.1 The population of the five local municipalities and the number of villages for each.

| Local Municipality | Population | Number of villages |
|---------------------------|-------------------|---------------------------|
| Greater Giyani | 276 668 | 93 |
| Greater Letaba | 260 286 | 80 |
| Greater Tzaneen | 442 282 | 121 |
| Ba- Phalaborwa | 137 264 | 23 |
| Maruleng | 107 247 | 31 |
| District Management Area | 1 126 | Nil |
| Total | 1 224 873 | 348 |

Source: Mopani District Municipality IDP of 2006-2011

1.3 Problem statement

South Africa as a country has a water shortage. Rainfall is unevenly distributed with high variability and unpredictability (Abrams, 1996:2). The previous apartheid government's policies were designed to cater for the needs of the selected few. These were discriminatory policies of separate governance with inequitable social and institutional development for different racial groups. Water resources development in South Africa was concerned with catering for the rich and disregarding the welfare of the poor.

The Department of Water Affairs and Forestry, responsible for water resources, has historically invested in large-scale aspects of water infrastructure such as dams in order to protect, preserve, and conserve water resources. However, the historical bias in the government's approach to water resources prompted the present government to identify water services as a key function in addressing backlogs in the supply of water. In 1994, the government inherited inequalities of basic services from the apartheid government. At that time, millions of South Africans were living without receiving safe, reliable water supply or sanitation. It was estimated that 12 million people in rural areas were receiving

inadequate basic water supply and that 21 million did not receive basic levels of sanitation.

This posed various challenges to the new government, which resulted in new policies to address the disparities which existed. After 1994, South Africa experienced major policy reforms in terms of community water supply and sanitation. The new government's focus moved towards making sure that the standard of lives of all South African citizens be improved through adequate water supply. This aspiration for water services being accessible to all the people has been absorbed into the political arena.

The goal of government to have all citizens having access to water services has not yet been realised despite all the efforts made. Even though there are still existing challenges, much progress has been made. This can be realised through the findings from surveys conducted by Statistics South Africa (2007:173), which indicate that water access has improved from 62,4% in 1996 to 73,6% in 2001 to 87,2 in 2007. The 2007 trend analysis in respect of the Millennium Development Goals (MDGs) indicates an improved access which is indicated at 87,2% which is at the Reconstruction and Development Programme standards level. Households with no access to water infrastructure in 1996 were at 31,5%, in 2001 this was reduced to 13,2%, and it was at 5,0% in 2007.

Despite the progress made, findings by Statistics South Africa indicate that there are still existing water services backlogs around the country and in the Mopani District Municipality, in particular. According to the Mopani District Municipality (2006-2011) IDP document, there are still water services provision backlogs, which need attention. The district has 315,259 total households of which 212,240 have access to water and 103,019 do not. Mopani District is characterised by low rainfall, especially in the low-lying areas of the district; namely, around Greater Giyani and Ba-Phalaborwa local municipalities. Water supply in the district is below the Reconstruction and Development Programme (RDP) level, due to the shortage of pipeline reticulation within the villages.

1.4 Motivation for the study

The researcher as a planner in the Office of the Premier, assigned with the responsibility to coordinate integrated planning across the three spheres of government within the province for effective, efficient and sustainable service delivery. The privilege of moving around the province and being part of the Integrated Development Plans (IDP) review sessions in the five (5) district municipalities exposed the researcher to the different challenges which exist in the various municipalities. Unavailability of clean running water in rural areas, despite dams next to them being full of water, was identified as a challenge.

The Department of Water Affairs and Forestry (DWAF) has paid much attention to the development and management of water resources within the province. The government has built several dams in order to improve accessibility of water to all citizens in the province. Even though Limpopo province is identified as a water scarce province, dams always have water for human consumption, but rural areas within the province continue to be without clean running water. Communities around the province continue to draw water from unhygienic sources which threaten their health. With the outbreak of cholera within the province, the people are at high risk of contracting the disease.

Municipalities have the powers and functions to provide water to all the people in their areas. South Africa's new Constitution and its new legislation regard local government as responsible for ensuring access to basic services such as water. Despite municipalities being granted the powers and functions to provide basic services, people in rural areas continue to live without clean running water. This study is an enquiry into the continuing lack of basic water services in the different rural areas within the Limpopo Province.

1.5 Purpose of the study

It is aimed at understanding the effects of policies and legislative frameworks on the planning for water provision in rural areas. The nature of the study will be exploratory, since there is limited information on the impact of policies and legislative frameworks in the process of planning for water provision in rural areas. The study will explore and attempt to understand and gain insight into how the planning process of water provision

in rural areas is undertaken and how existing policies in our country impact on or influence the process. The study investigates a real-life situation which, according to Mouton (2003:51), is an object in 'World 1' and an empirical research problem. The study will help to shed light on why communities next to dams do not receive adequate clean running water, as per the minimum level of services for water supply as defined by the Department of Water Affairs and Forestry (DWAF).

Information will be gathered through focus group interviews and also through in-depth individual interviews. The study will examine the various policies and legislative framework requirements in the planning for water and also the planning processes followed by municipalities. The aim of the study is to identify existing gaps in the implementation of legislative frameworks in planning for water provision. The findings will contribute to the understanding and implementation of various water policies in water provision to the rural poor within the Limpopo Province, and in South Africa. It will also assist in understanding the existing developmental challenges in South Africa.

1.6 Research Questions

The study is empirical and explicitly exploratory in nature and embodies the following research questions:-

- What planning processes are followed with regards to water provision?
- What influence do these policies have on the planning of water provision?
- Who are the partners involved in planning for water provision?
- What are the roles of the partners in the planning for and the provision of water?
- What are the existing challenges in the planning process for water provision?

1.7 Methods for Data Collection

The nature of the study being qualitative, determines the type of methods to be used for data collection. Since the study aims at understanding the influence policies and legislative frameworks have in the planning process for water provision, focus group interviews and in-depth individual interviews were used to collect the research data.

The Makosha water committee was identified as a focus group. Individual interviews were conducted with top management of Mopani District Municipality as a Water Services Authority (WSA). Documents such as the Integrated Development Plan (IDP) and Water Service Developmental Plan (WSDP) of the Mopani District Municipality and the Integrated Development Plan (IDP) of the Greater Giyani local municipality were also perused to gather more information. This assisted in the gathering of more data on how planning for water provision in rural areas is done at a district and local level.

1.8 Research Ethics

Bowling (2002:156) indicated the need for research ethics to be observed during any study. Researchers are bound to adhere to the ethical principles governing any research enterprise. The study observed the appropriate ethical principles. Approval to conduct the study was granted by Mopani District Municipality in writing. Written consent to participate was also received from all participants. The researcher provided all information to the participants about the research, clarified and answered all questions posed. Participants were made aware of their rights to withdraw from the study if they so wished.

1.9 Limitations of the Study

The study had various limitations which need to be highlighted. Literature on the subject was limited. The study was not exhaustive since it was restricted to only one of the 348 villages in the province. It was conducted in Mopani District Municipality, which is one of the five district municipalities in the Limpopo Province, and in the Greater Giyani local municipality which is one of the thirty (30) municipalities.

Another limitation was that some members of the water committee were not available for the focus group interview due to unforeseen circumstances, which created limitations for the researcher in getting diverse views. Another limitation was that the study was conducted specifically on water provision and not on sanitation. Despite these limitations the information collected from the study will be

used to identify various challenges which exist in planning for water provision in rural areas within the province.

1.10 Definition of Concepts

The following concepts are central to the study and were defined as follows:-

1.10.1 Policy

According to Meiring and Parsons (1994:1) policy is defined as the exposition of objectives which indicate what the policy makers wish to do, what they want to achieve and where they wish to go with the development of a community or state. Policy is directional and provides guidance to the personnel responsible for the implementation of such a policy. Policy is linked to three overhead functions which should be performed if development is to be achieved effectively and efficiently, i.e. policy making, policy implementation and policy analysis and evaluation.

1.10.2 Planning Process

According to Meiring and Parsons (1994:20) planning requires the determination of the most effective and efficient ways of action, to attain the objectives that have been set in the policy. It proposes actions on how one is going to reach goals. Policy serves as a base to planning for future actions. A policy assists in giving guidance and parameters to the planning process. It involves the identification of objectives set out in the policy, the determination of possible alternative ways of action for the attainment of the objectives, and the selection of specific alternatives.

1.10.3 Planning Tools

These are devices or apparatus used to carry out a function. In the context of this study, the planning tools are plans used in the planning for water provision at municipal level. These tools are the Integrated Development Plan (IDP) and the Water Service Development Plan (WSDP).

1.10.4 Policy Implementation

Policy implementation is defined as a process involved with the attainment of objectives set out in a policy. It is a policy-action continuum which takes place at a specific moment in time and results in an interaction and consultation between three main groups of participants, i.e. the politicians, officials and the inhabitants of a community or state. It can be seen as a struggle to achieve satisfaction between those who wish to execute the policy and those who receive the services. It can also be regarded as a process of learning in which knowledge is obtained, the policy explained, amended and extended continuously to respond to the changing needs, expectations and interest of the inhabitants.

As indicated by Meiring and Parsons (1994:1) the implementation of policy would involve designing a programme which incorporates task sequences, guide-lines, performance standards, cost and timing, executing (or carrying out) the programme and the activating of work programmes. The execution of work programmes entails the mobilisation of resources for specific outputs.

1.10.5 Project

Projects are seen as activities in which policies are implemented. Projects remain a basic means for translating policies into action programmes (Cusworth & Franks, 1993:2).

A project is defined by Burke, (1999), Turner, (1993) and Burke,(2003) as cited by Van Baalen, (2000:191), as a unique activity which is undertaken within a limited time and costs, and for a specific period using various resources; i.e., human, physical and financial. It is an activity undertaken with a unique specification within limited resources to achieve the goal as set.

Delivery of services, including water provision to beneficiaries, takes place through the implementation of projects within the stipulated time, budget and of appropriate quality. The implementation of water projects takes place within the jurisdiction of a municipality and within allocated time, budget and quality of water parameters. This will assist in securing the 'human right' of access to 'all' as reflected in the RDP document. However,

project implementation is determined by budget availability. Without any budget in municipalities, projects will not be implemented.

1.11 Legislative and Policy Frameworks of Water Services

The dawn of democracy in South Africa, came with many challenges. The apartheid legislations needed to be changed to align with section 152 and 195 of the 1996 Constitution of South Africa Various policies and legislation that relates to water service delivery developed after the 1994 elections are discussed here under:-

1.11.1 National Water Policy (1997)

This policy deals with the national resource management and conservation; catchments management; water allocations; demand management; and the institutional environment required for implementing the new policy. It places strong emphasis on redressing the imbalances created by apartheid in accessing water, which provided water of quality standard to the whites while neglecting the needs of the poor, which was predominantly the black population (Schmitz & Kihato, 2001:31).

According to the Limpopo Water Strategy (2007:9), the National Water Policy (NWP) indicates the importance of equal access to water by all South Africans. The policy goes further to indicate the need for all citizens to adjust to the use of water by using it sparingly at all times. The policy also discusses the need for a pricing policy that reflects the economic value of water, that is, the user pays for water services. Gleick (2007: 4) concurs that water should be paid for, since water comes at a price for its provision, through its storage, bulk supply, reticulation and the use of the chemicals and purification of water for quality and safety. Purification may be a costly exercise but it serves to prevent some diseases. As not all people can afford the basic supply of water, and for this reason, the government legislated a policy of Free Basic Water (FBW), which in turn is a challenge to all municipalities in terms of capacity and funding. However, there is a need for both local and national governments to take responsibility for the provision of basic water requirements through subsidies or by recognising an outright entitlement for the poor.

1.11.2 The National Water Act, No 36 of 1998

The provision of water services in the country is regulated by the Act. Furthermore it defines the responsibilities of government and cities in the provision and the use of water. The Department of Water Affairs and Forestry (DWAF) has the responsibility to ensure that water is managed properly and not wasted. It is also responsible to make sure that policies are developed and the necessary institutional framework is in place for local government to deliver water services.

1.11.3 Water Services Act, No 108 of 1997

The Act stipulates responsibility of municipalities, as being that of providing water to its citizen at all times, at an affordable rate which will allow for economic growth. The Act also requires every Water Service Authority (WSA) to develop a Water Services Development Plan (WSDP), which will assist in planning for water provision. Lack of WSDP will hinder the Water Service Authority (WSA) municipalities in their ability to track the progress made and to identify the existing gaps which need to be attended to.

1.11.4 Local Government: Municipal Systems Act, No 32 of 2000

The Act deals with the rights and duties of municipalities, powers and functions, community participation, Integrated Planning and performance management of municipalities. This Act forms the backbone of service delivery in municipalities. As municipalities plan and deliver services to the citizens; the Act provides that communities should participate in all developmental planning activities within their area of jurisdiction. Communities should form part of the Integrated Development Plan (IDP) review process. They should also form part of the monitoring and review of its performance.

This Act allows for the allocation of powers and functions to each municipality, depending on its capacity. This allows for proper allocation of responsibilities so that low-capacity municipalities are not given responsibilities they cannot handle, resulting in poor or lack of service delivery. For a municipality to provide water services, it needs to

be a Water Service Authority (WSA). This status will allow such a municipality to provide bulk water supply and also to provide water reticulation within villages.

1.11.5 Reconstruction and Development Programme (RDP)

It was established to redress the lack of development within rural communities. The government response to the demand for potable and accessible water supplies became an important cornerstone of the RDP. This led to the construction of water supply schemes in many areas of South Africa, through which more people now have access to potable water (Bailey, 2003:16).

The argument is that even though the RDP with all its programmes was established to deal with the inequalities of the past, and provide ‘a better life for all’ citizens of South Africa, more rural people still live without clean running water.

1.11.6 Free Basic Water (FBW) Strategy of 2001

This is a policy for water provision that sets out that free water is offered to households who cannot afford basic water services. This policy was aimed at addressing equity issues whilst pursuing cost recovery. Free basic services to communities are crucial for poverty alleviation by ensuring that there is an on-going provision of sustainable services that require available adequate resources (Hall, *et al.*, 2006:58).

In responding to Section 152 of the constitution, the FBW policy poses further challenges to infrastructural funding and design, operations and management for the municipal authorities and service providers.

The guidelines for free basic water services were prepared and these guidelines suggest ways in which delivery of the free water mandate may be instituted. In municipalities where there is a large number of consumers, it is also suggested that the poor consumers can be identified for the provision of free water by either targeting individual households with credits on their water accounts for up to 6 kl per month, or through a method such as

providing vouchers with which the consumers will pay for the first 6 kls of water each month.

According to Alence (2002:701), for cost recovery to succeed in the various municipalities, citizens need to change their views and start to want to pay for services they receive. It is argued that even though the free basic water programme has been implemented since July 2001, more people do not benefit from the policy due to lack of water infrastructure and municipalities not having the capacity to implement the policy (Khosa, 2003: 20).

1.12 Sequence of the Chapters

The research document consists of the following chapters:-

1.12.1 Chapter one: Orientation of the Study – It provides background information, introduces the problem statement, motivation, purpose, research questions, data collection methods, research ethics, limitations, the conceptual definitions of the study, an outline of various legislative frameworks of water provision as well as sequence of chapters of the research report.

1.12.2 Chapter Two: Literature Review – This summarises the review of the literature that presents the views of authoritative scholars on the research topic. The literature review contains the political history and policies in the planning for water provision pre the democratic era, policy implementation and their practical application at municipal level, through the Water Services Development Plan (WSDP) and the Integrated Development Plan (IDP), as planning tools. The IDP Review process will be discussed at length which will include Public Participation, Project Implementation, Monitoring and Evaluation as important aspects in water provision.

1.12.3 Chapter Three: Research Methodology – The nature of the study as well as the research design and the research methodology are presented. It goes further to indicate the processes followed in applying the research techniques to the study, namely, focus

group discussion and the one-to-one interviews. Lastly, the method of data analysis and interpretation is also presented.

1.12.4 Chapter Four: Data presentation and analysis – Data collected during the focus group discussion and the one-to-one interviews are presented and analysed. To make the data more explicit, it is classified into themes, categories and sub-categories.

1.12.5 Chapter Five: General Conclusion and Recommendations - The main conclusions of the study are summarised, discussed, interpreted and appropriate recommendations are made to the Mopani District Municipality as a Water Service Authority. Lessons learned and recommendations for further research are also indicated.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents the literature review that provides the logical and empirical support to the study. The first part of this chapter deals with the political history on water provision during the apartheid era and water provision and water services delivery issues post - democracy in South Africa. The second part will focus on the literature review which provides the logical and empirical support for the study. It will also provide the theoretical basis for the study informed by policy implementation, planning for water provision, planning tools, monitoring and evaluation and quality of services in water provision. It also includes the views and experiences of scholars that provide evidence of findings from other studies conducted.

2.2 The political history and policies in the planning for water provision

According to Earle, *et al.* (2005:3), water has always been regarded as 'life', and for that reason, every person in all corners of the world needs to receive this commodity as a right. The Apartheid government water policies concentrated on the minority group who stayed in urban areas, and it neglected the majority of the Black people who stayed in the rural areas. These Apartheid policies were non-participatory in nature and promoted fragmented service delivery in many areas. At that time, 7.5 million people did not have access to water at RDP level. Low standard of water services were received by the Black population, whilst the White population enjoyed the best water services. Seventy five percent (75%) of the people lived in the former homelands. The people in those areas live in the 13% of areas with a water shortage.

During the pre-democratic era, the right to use water resources was determined by ownership of land. The state used water as a special tool for manipulation, and it was connected to power and influence in society. There was a disparity in the standard of water received by White and Black South Africans. White South Africans received higher standard of water than Blacks.

As stated by Earle, *et al.* (2005:8), “there was various water Acts passed into legislation in the pre-democratic era. These Acts had gaps in its legislation when it came to dealing with the new water requirements demanded by an expanding industrial base. Due to these gaps, the Water Act, No 54 of 1956 was passed in order to provide equitable water distribution amongst commercial, farming, and industrial users. The Act neglected the environmental and social equity issues”.

Furthermore, according to Abrams L.J, (1996:3), the government water policy in the pre-democracy era had major limitations. The country was divided into homelands which were ‘self-governing’. These homelands were very dry, over the years had become extremely poverty stricken with no effective services provided. As a result of the previous water sector apartheid government policies these homelands still continue today without water services.

2.2.1 Water Provision since the inception of the democratic era.

According to Earle, *et al.* (2005:9), “in 1994 when the new government came into power, it was forced through DWAF to address the issue of policy reforms as quickly as possible, and its emphasis then moved to providing water to ‘all’. This resulted in the users paying for water. This is due to the financial implications involved in its provision’. On that basis, the new government embarked on the development of various new forms of legislation and policy frameworks for water management and allocation”.

2.3 Literature Review – Conceptual and theoretical framework from the practical and academic field

A literature review provides the logical and empirical support for the study. It is based on and builds on the work and knowledge of other researchers (Neumann, 1997:89). The theoretical basis for the study is informed by policy implementation, planning for water provision, planning tools, monitoring and evaluation and the quality of services in water provision.

2.3.1 Policy Implementation

The debate on whether the implementation of water provision policies formulated since the institution of democracy have been effective or not in their addressing equity in the provision of water services has existed amongst researchers for some time. The emphasis was more on an ability to translate policies into action programmes. Many researchers have been engaging in enquiries into policy implementation. There are different perspectives which have been articulated by these researchers. According to Khosa (2003:49), “the first perspective is that there are logistical problems associated with policy implementation, which include amongst others, unrealistic and optimistic policies. The second perspective is that our policies do not have any gaps, what we need is to build enough capacity to allow for proper implementation of these policies”.

There is insufficient capacity in municipalities, due to outflow of experience after the 1994 elections (Van der Westhuizen, 2007). Many experienced personnel left due to uncertainty of the new government and the lack of a common vision. The transfer of DWAF workers to municipalities in order to address the shortage of personnel and improve service delivery created a challenge for both the DWAF and the municipalities.

With the various water provision policies being put in place, the next crucial step is their implementation. Policy implementation is central to service delivery and happens through the implementation of programmes and projects within a municipal space. In the writings of Cusworth and Franks (1993:2), projects are said to be mechanisms or instruments for policy implementation. In South Africa, the implementation of policies is done the ‘project’ way. Implementation of developmental policy is seen in the RDP and IDP frameworks and in activities at all spheres of government. Projects remain a basic means for translating policies into action programmes. Brynard (2003:317) argued that, once a policy has been formulated, the next critical and equally important phase is policy implementation. In South African, various policies developed have the potential to deliver; however, they remain on the shelves.

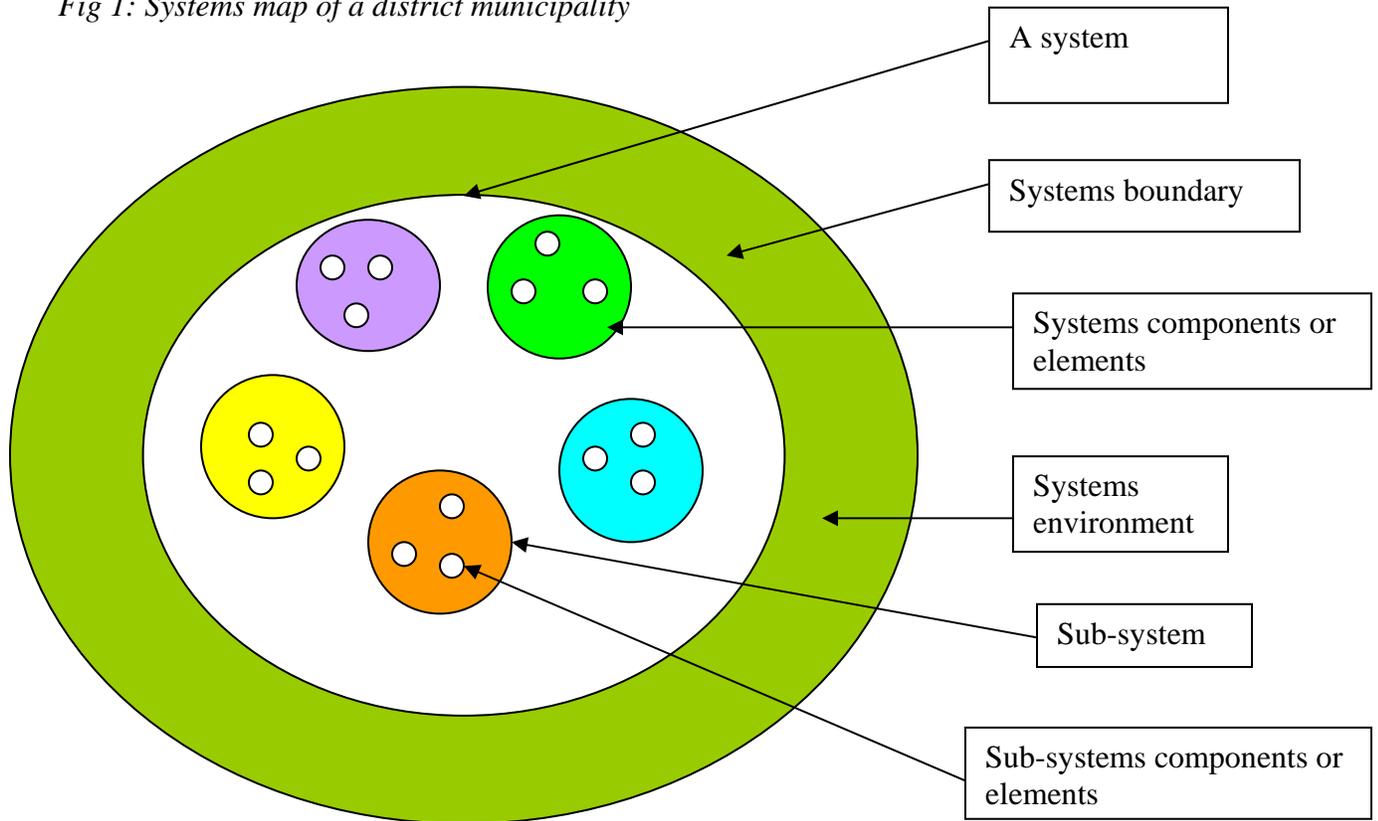
The success of policy implementation will allow for accelerated service delivery, which will then deal with decreasing the existing services backlogs. This will have a positive impact as it will make it possible for all citizens to access water services. Failing to implement policies results in poor service delivery and increases the potential for demonstrations in the various municipalities across the country.

2.3.2 The relationship between policies and projects

The availability of a policy allows for the formulation of a programme which informs the practical realisation of any policy. The success of policy implementation is through project implementation. Policy provides principles within which programmes are formulated and projects are designed. Programmes are used to implement policies. These programmes are implemented through ongoing activities and projects. The detailed methods to implement policies are indicated in the programme and project plans (Van Baalen, 2000:191).

In the context of this study, a municipality is seen as a system, which is mandated to implement various water programmes and projects, which take place through the input–process–output principle. According to Waring (1996:21), a system is “a recognizable whole which consists of a number of parts (called components or elements) that interact and are connected in an organized way called a system’s structure”. In the writings of Churchman (1997:11) a system is defined as being made up of sets of components that work together for the overall objective.

Fig 1: Systems map of a district municipality



Source: Author's Diagram (Mdanisi C.T. 2009)

In the context of this study, the district municipality as a Water Service Authority (WSA) is a system consisting of five different local municipalities, which are its components or elements. These local municipalities have their own sub-components. For the district municipality to be able to provide water services to the whole district, understanding its components is very important. This will assist the district municipality to develop a Water Service Development Plan (WSDP), which will reflect all the existing gaps on water issues, and allow for appropriate water projects to be identified and implemented. The district and the local municipalities have the structural and process components for the provision of water services. The Water Services Act, No 108 of 1997 provides powers and functions for a district or local municipality to be water WSA and to provide water to its citizens depending on its capacity.

2.3.3 Planning for Water Provision

Planning is crucial for any project to be undertaken. Proper planning determines proper implementation; hence water provision projects need to be properly planned for effective and efficient service delivery. The Local Government: Municipal Systems Act, No 32 of 2000 identifies the process which needs to be followed in the planning for water provision in any municipality.

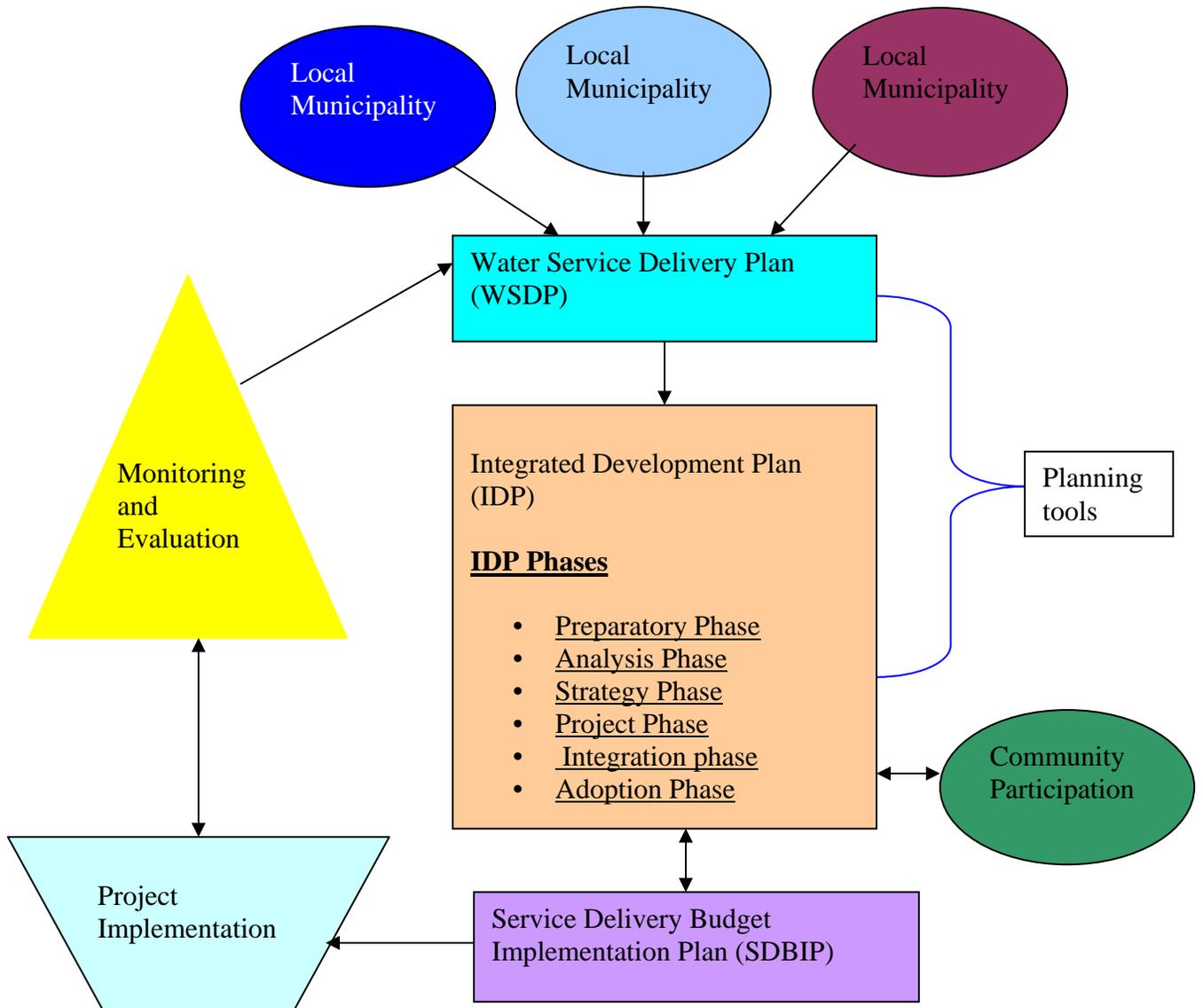
According to the Mvula Trust (2006:467), planning involves the identification of community needs through audit of the needs and extensive consultation with relevant stakeholders to determine the resources available to support development plans. The following are also involved: to develop a vision for the development of the municipal area; to prioritise needs identified; to develop strategies to achieve the goals identified; to set timeframes to guide the implementation programmes and projects implemented in line with the goals and strategies chosen; and to determine how to measure the outcomes and impact of programmes by the selection of appropriate performance monitoring tools.

Planning is crucial for the undertaking of any project. The successful implementation of any project depends on its planning. For municipalities to succeed in providing water to its communities, there needs to be proper planning. Planning for water requires the understanding of how the public perceive water issues in their communities (Page & Susskind, 2007:42). Planning for water provision is the competency of DWAF and the municipalities. The two are obliged to accomplish the goal of providing water to everybody, as stipulated in the RDP document.

The Department of Water Affairs and Forestry (DWAF) has the responsibility to ensure that there are water resources in South Africa. Properly planned water resources will ensure a sustainable environment for any future development for all its citizens. Planning in the respective municipalities needs to be done in an integrated way and in accordance with the Integrated Development Plan (IDP). Planning for service provision in a municipality is a legislative requirement. It is a process which needs to be followed to

enable service delivery to happen in an effective and efficient way. Fig 2 illustrates the planning process for water provision in a district municipality which is a WSA.

Fig 2: Planning Process of Water Provision at a District Municipality



Source: Author's Diagram (Mdanisi C.T. 2009)

Planning for water provision in a municipality is done through the two planning tools, namely; the Water Services Development Plan (WSDP) and the Integrated Development Plan (IDP). Planning for water provision begins at a local municipality level, where

analysis of the gaps in water provision is done. The analysis report from each municipality gives input into the district municipality Water Service Development Plan (WSDP). The strategies to address the identified gaps as indicated in the WSDP are then used to inform the Integrated Development Plan (IDP) of the district municipality. For proper planning, the IDP is reviewed annually. The review process follows a process of different phases, which starts from the preparatory and then considers analysis, strategy, project, integration and adoption. The details of these phases are discussed later in the chapter.

During these phases, community participation becomes crucial, since communities need to form part of the planning process in order to indicate the different challenges they encounter, and to suggest recommendations. The WSDP informs all the IDP phases on water issues. During the IDP project phase, various projects are identified and prioritised for implementation. Such projects are allocated a budget which is reflected in the Service Delivery Budget Implementation Plan (SDBIP). Without a budget, no project can be implemented. Budgeted projects are then implemented. Monitoring and evaluation plays an integral part of project implementation. It also provides data for the review of the WSDPs and the IDPs.

According to Mvula Trust, (n.d.: 3), there are various examples of Municipal – Community Partnerships in South Africa charged with the responsibilities of water provision.

In 2001, the Alfred Nzo District Municipality in the Eastern Cape in support of the operations and maintenance activities, took a decision to appoint community based structures to perform selected water services provider functions. At the same time, it was recognised that communities cannot be left on their own. Therefore, three water services agents were appointed by the municipality – one of which was the Mvula Trust – to train and capacitate these structures, as well as to provide a back-up support. Under the Mvula's control were 36 schemes serving over 90 000 people and 101 villages in the Umzimvubu South Area (Mount Ayliff and Mount Frere).

The main benefit for the communities was the quality of service provided to consumers. During the two years of programme, there were only 11 major breakdowns of service in nine of the 36 schemes. Further, 105 community-based water provider board members and 62 operators were appointed and trained.

From a municipal point of view, this mode of operation is highly cost – effective. The O &M costs (which include the water services agent costs) were, on average, less than R2, 50/person/month. The reasons for these economical costs are the low maintenance technologies and village – based O &M arrangements.

According to Mvula Trust (2006: 467-468), Garies Municipality is a dry area. The soil is shallow, with hard granite rock beneath, making it difficult to sink boreholes. The ground water is generally salty and not fit for human consumption. Through visionary long-term planning, the Garies Municipality has managed to turn this inhospitable environment into a relatively “water rich” area. This was consultation with community members was taken as of critical importance. The community members raised a number of issues that included using salt water throughout the sewage system (to ensure that scarce fresh water was saved for drinking purposes) and expanding entrepreneurial projects using salt water e.g. brick making.

Garies Municipality was able to take good care of its fresh water sources. An underground dam has been built to recharge a key source. In terms of infrastructure the Garies Municipality has adopted a dual system for salt water and fresh water. Salt water is used in the sewage system and fresh water is used for human consumption. The Garies WSDP was debated and adopted by the Council and submitted to DWAF for comment by the Minister. The Garies WSDP would form a key section of the overall Integrated Development Plan. There is a need for local innovation to be encouraged to deal with local problems. The Garies Municipality exemplified this creativity.

2.3.4 Planning Tools in Water Provision

Municipalities are assigned the responsibility for the provision and supply of water to their citizens within their area of jurisdiction. Planning for water provision is done through the two planning tools as required by the Water Services Act, No 108 of 1997 and the Local Government: Municipal Systems Act, No 32 of 2000 namely:-

- Water Services Development Plan (WSDP); and
- Integrated Development Plan (IDP)

2.3.4.1 Water Services Development Plan (WSDP)

According to Mafunisa and Xaba (2008:457), the Water Service Development Plan is a planning tool provided by the Water Services Act, No 108 of 1997, which support municipalities with their own planning exercise. It plays an important role in providing guidance to municipalities for future planning. Through the requirement of section 12 of the Act, a mutual agreement between the municipality and the Departments of Water Affairs and Forestry (DWAF) and Water Service Development Plans (WSDP) are required by the DWAF for evaluation, as a mechanism to ensure that their strategic plans remain relevant and appropriate. The aim of these plans is to achieve an integrated approach towards the management of all water-related issues and to assist with proper planning and budget procedures in order to provide water in time and at the correct level of portability. The planning of water systems is one of the most important aspects to be considered at a municipal level (Du Plessis 2007:19-20).

In the writings of Du Plessis (2007:21), the Act makes a proper water audit compulsory for all water service providers as part of the WSDP. The WSDP plays an important role in future water planning. Therefore, the WSDPs need to be updated regularly with new data for future use in the planning process. The Water Service Development Plans need to ensure that proper management of existing water resources, including manpower and funding, takes place. Needs are prioritised and aims set by the IDPs for municipalities to provide services on a sustainable basis to the-end users.

Issues raised by Du Plessis (2007:21) indicate that the main problem is that the data required to provide a complete picture for future projections is very difficult to obtain. Municipalities are, however, under constant pressure to change and to adapt to present circumstances but this still leaves the DWAF with some questions about the effective use of these plans by municipalities to ensure integrated planning.

Another issue raised by Du Plessis (2007:21) is that capacity to manage the municipalities from an engineering point of view seems to be constantly under pressure, with very few qualified engineers and technicians available in these structures.

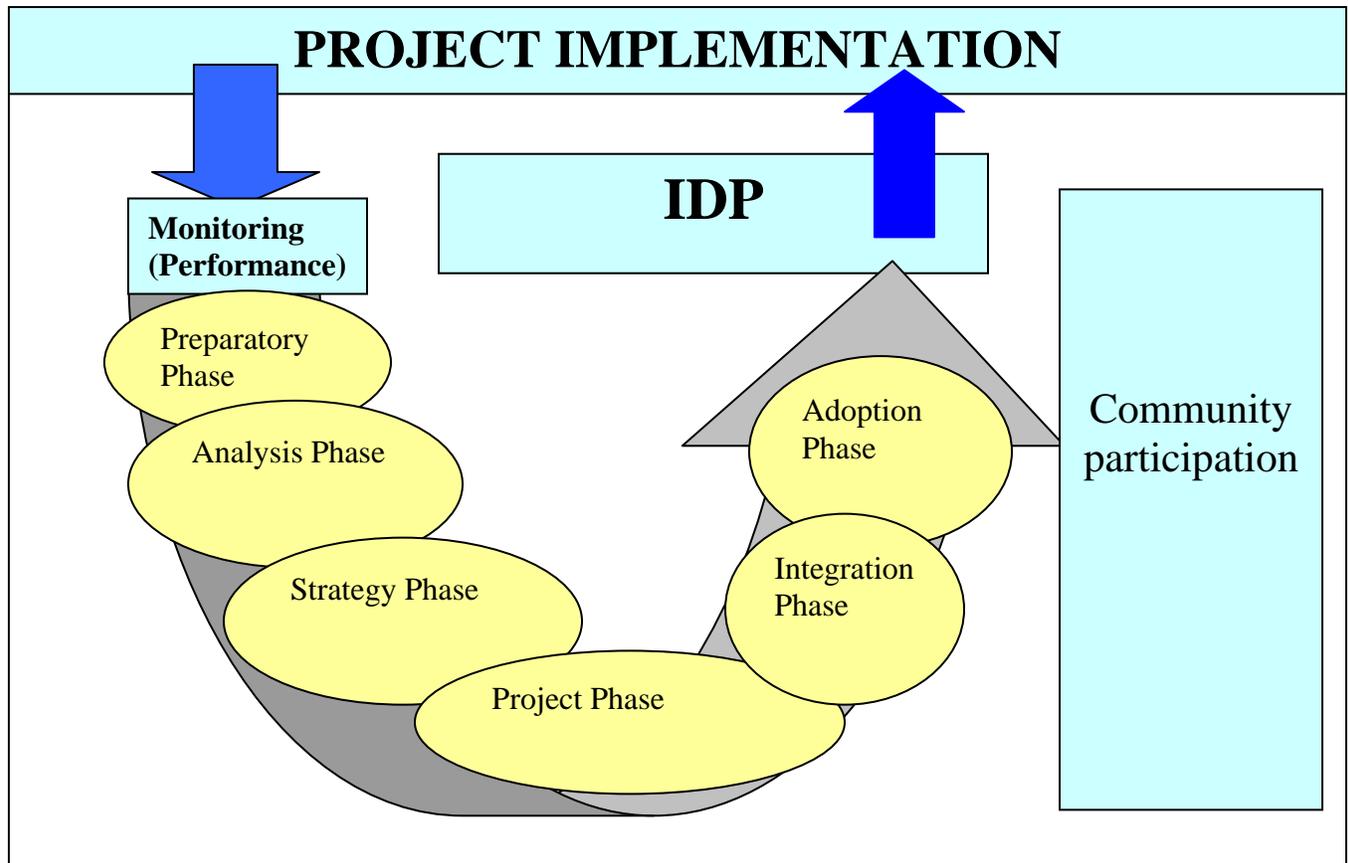
The Mopani District Municipality as a WSA has the first draft of the WSDP in place as required by the DWAF. The plan reflects on the gap analysis, future trends, goal and strategic solutions to the existing water challenges within the district (Mopani District Municipality, 2006).

It was found by Du Plessis (2007:21) that even though the municipalities do have WSDPs, they are not generally used by the municipalities to assist them with proper planning. It is rather seen by most merely as a legal requirement that needs to be adhered to.

2.3.4.2 Integrated Development Plan (IDP)

The IDP is a legal contract between the municipality and the public (Du Plessis, 2007:19). Kihota (n.d.55) points out that an integrated approach to service provision is appropriate for effective and efficient service delivery. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) provides for municipalities to develop an IDP. They are also required to create conducive environments for local communities to participate in its affairs. All municipalities must be guided by the IDP in all of their affairs.

Fig 3: Phases of the Integrated Development Plan (IDP) Review Process



Source: Author's diagram (Mdanisi C.T. 2009)

Municipalities go through the various phases in the review of the IDP. The IDP review process enables municipalities to assess the current situation in their areas. Community needs assessment allows for the public to participate in needs prioritisation, goal setting and programme implementation to achieve the objectives and to be able to measure performance.

The integrated development planning process provides a primary locus of integration at the municipal level. All the phases of the IDP process, starting from conceptualisation through to formulation and ultimately to execution, require joint and co-ordinated inputs. The development of the IDP goes through phases. The IDP review process consists of six

phases; namely, preparatory, analysis, strategy, project, integration and adoption, as indicated in Fig 3 above.

2.3.4.2.1 Preparatory phase

During this phase, the municipalities have to position themselves to comply with the policy and legislative requirements that guide the IDP process. Municipalities within a specific district, have to be guided by a common District IDP Review Framework that obligates the district municipality and its local municipalities to ensure proper coordination and alignment. They should develop and adopt the District IDP Review Framework, not for compliance purposes, but to guide and align inter-governmental planning at a municipal level.

During this phase, municipalities should outline their communication/public participation strategies indicating how the public will be afforded the opportunity to participate in the planning process. It should also be indicating how the inter-governmental relations legislation and structure would assist in the co-ordination and integration of their service delivery programmes across the three spheres of government.

According to Mashamba (2008:430), all district municipalities in Limpopo develop annual IDP Review Frameworks to guide inter-municipal and inter-governmental planning in each district. However, there is a general non-adherence to the provisions and timelines as outlined in the IDP Review Framework.

2.3.4.2.2 Analysis phase

This phase in the IDP process deals with the existing situation in a municipal area and focuses on understanding the type of challenges facing the community in each municipality. Communities are afforded the opportunity to indicate their challenges and needs. It is important during this phase for municipalities to understand the causes of the problems in their areas rather than only the symptoms of the problems. It is also critical for municipalities to prioritise the key issues they address, as the municipalities will not

have enough resources (such as human, financial, plant and systems) to deal all at once with the identified issues by the various sectors of the community.

According to Mashamba (2008:431), the following issues have been raised about this phase:-

- There are limitations within municipalities in terms of using the 2007 Community Survey data from Statistics SA;
- Baseline and backlog data is scanty in most municipal IDPs and some municipalities did not outline their Powers and functions; and
- The involvement of sector departments in the analysis is minimal.

2.3.4.2.3 Strategy phase

Once the municipality understands the challenges affecting their communities, they must formulate solutions to address those challenges. This includes the formulation of visions that would reflect an ambitious, credible, inspiring and achievable statement about the future of the municipalities. Thereafter, each municipality should develop strategic objectives in order to address the problem-issues. Once the municipalities have established their goals (in terms of their vision) and what they need to achieve to realise their visions (as per their objectives), they need to find the most appropriate ways and means to achieve the objectives. Once strategies are formulated, projects to achieve the strategic objectives are identified.

According to Mashamba (2008:431), the following issues have been raised in Limpopo:

- Most strategies are not linked to the priority issues identified in the analysis phase;
- There are some limitations in the manner in which the strategic objectives and strategies of municipalities are crafted (as most of them are not simple, measurable, attainable, realistic and time-framed-SMART); and
- There is limited alignment of strategies across all spheres of government.

2.3.4.2.4 Project Phase

The project phase in the IDP process is about the plan and description of projects for implementation. Projects identified should respond to the strategic objectives as outlined in the preceding phases. During this phase, the municipalities should be able to identify the location, commencement, and completion dates, project manager(s), project costs, sources of funding for each project as well as the intended beneficiaries of these projects.

According to Mashamba (2008:432) the following issues have been raised:-

- Most municipalities have not outlined their projects in terms of location, targets and indicators, major activities, timing, cost and budget and the implementing agent;
- Some projects funded by sector departments have no budget;
- Sector departmental projects are not informed by the socio-economic, spatial environmental analysis in municipalities; and
- The overall indication is that most municipalities will not meet the national targets in relation to water, sanitation, and electricity.

2.3.4.2.5 Integration phase

This phase is the harmonisation of the programmes based on the previous phases and to enable the municipality to have consolidated programmes for implementation. The output of this phase is the development of various sectoral plans and operational strategies.

According to Mashamba (2008:432) the following issues have been raised:-

- Some municipalities do not have key sector plans;
- Information on sector plans is not properly captured in most IDPs;
- There is no indication of an integrated approach in the development of sector plans (no overlap or cross-reference); and
- Most municipalities are not communicating with each other, resulting in the development of stand-alone sector plans.

2.3.4.2.6 Adoption phase

Once the IDPs have been completed, they are submitted to the Municipal Councils for consideration and approval. Municipalities must, before the approval of their IDPs, give communities the opportunity to make comments. After incorporating comments from the public into the IDP document, the council considers the approval of the IDP document. After its approval by the council, it is submitted to the Member of the Executive Council (MEC) for Local Government and Housing for assessment purposes.

According to Mashamba (2008:432) the following issues were raised:-

- Most municipalities adopted their IDP on time; and
- Translation of IDP documents in local languages and Braille is still a challenge.

2.4 Public Participation

Several pieces of legislation require some form of public participation in all activities of the municipality. Key amongst them is the Constitution of the Republic of South Africa, which provides that “municipalities encourage communities and community organisations to get involved in municipal affairs”. The challenge is to design and implement processes that permit those voices to be heard and taken seriously, so that public representatives in general and councillors in particular, can take the ever-changing needs and desires of the most widely representative communities into account when making decisions, resolutions, and by-laws passed by a municipal council; and overseeing their implementation by the municipal administration.

Public participation is a standard that needs to be applied in all levels of government in South Africa. It assists government to engage with communities and know their actual needs. Participation is one of the basic tenets of democracy and politicians, officials and civil society equally benefit from it. Consultation with communities will assist council to gain more information about the needs of the communities. Community participation will also assist communities to understand the goals government plans to achieve, and to understand the budget and resource limitations which exist.

According to Moodley and Govender (2006:831), ward committees have been established in order to encourage community participation in municipalities. In the writings of Mafunisa and Xaba (2008:457), ward committees help rebuild partnerships and formal communication channels between communities and the municipal councils. They also act as a forum for communication between the ward councillor and the ward communities about municipal issues. Ward committees help mobilise for community action; e.g., during project implementation at local spheres. According to the findings of the July to September *Quarterly Report* of the Department of Local Government and Housing in Limpopo, 513 ward committees had been assessed. Out of the 513 ward committees only 142 are functional and 371 are dysfunctional (Inter-Governmental Relations (IGR) (see also the Public Participation Branch 2nd *Quarter Report*, 2008). Community participation enhances knowledge about water issues, increases the likelihood of customer satisfaction and enhances community commitment to take responsibility in the water services.

Municipalities must create this culture of community participation. According to Commins (2007), community participation improves service delivery. Community participation strengthens the relationship between the community and government. Plummer (2000:85) is of the opinion that municipalities must change the fundamental ways of doing things in order to facilitate participatory process in service delivery and infrastructure. The author further argues that community participation will not be fostered if municipal officials are unskilled and lack participatory spirit strategically to involve the locals in service delivery. Aspects such as ill-entrenched and inflexible municipal systems (financial, administration and infrastructure) and procedures can hinder effective community participation.

2.5 Service Delivery Budget Implementation Plan (SDBIP)

Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003) requires that municipalities develop Service Delivery Budget Implementation Plan (SDBIP) as an implementation plan of the Integrated Development Plan (IDP) of a municipality. All

projects reflected in the IDP during the project phase are allocated a budget for their implementation.

2.6 Project Implementation

Projects which are implemented by the municipality are the projects identified and indicated during the Project Phase. These projects are also reflected in the SDBIP with a budget allocation. If a project is not identified during the project phase of the IDP review process, it cannot be implemented since it will also not be reflected in the SDBIP. This means that such a project will not have any budget allocation for implementation.

2.7 Monitoring and Evaluation

Monitoring provides regular feedback on progress and on the challenges that exist. It also assists in the early correction of such challenges. Monitoring is able to provide a report on the progress made based on the existing plan. Monitoring and evaluation processes are more concerned with the service delivery outcomes. These processes assist the public sector in assessing its performance. It enables users to allocate resources for the identified policy objectives, programmes designed to implement the policy priorities. It also provides evidence base for the services actually delivered and their impact on communities assists in the early identification of challenges encountered and enables successes to be replicated through learning and experience (The Presidency 2007:1).

2.8 Quality Service Delivery

Public service in South Africa is guided by the notion of 'service to the people'. Fourteen years of post-apartheid, water services in rural areas have not brought about the expected and promised change of 'water for all'. For continuous improvement in service delivery, the three spheres of government should align their strategic goals for service provision (R.S.A., *Green Paper on Transforming Public Service Delivery*).

According to Craythorne (2006:159), services provided by municipalities need to be of good standard and of quality for sustainable quality of life. Quality is an important component of service delivery because it adds value to the overall operation of the

business. Most municipalities have the challenge of adding quality to their services, which is crucial for managing services and satisfying the clients. Even though the Mopani District Municipality talks of providing services responding to the 'Batho Pele' (People First) principles, the district is still experiencing the challenge of lack of access to basic water in most of its wards.

In the Mopani district, water used for domestic purposes becomes critical. The Mopani District is well-provided with a bulk water supply infrastructure. However, 'the reason why the supply of water is below the RDP level of 25 litres per person per day is the shortage of pipeline reticulation within villages' (Mopani District Municipality, 2008-2011:36).

There is limited availability of infrastructure in Greater Giyani, which is attributed to the fact that the villages in the Greater Giyani area are spatially scattered, thus resulting in difficult and expensive processes to provide water supply pipelines in the villages. It is deduced that this is the major factor contributing to shortage of water and that it is related to social aspects. These aspects are mainly vandalism of infrastructure, especially communal boreholes, lack of willingness from the consumers to pay for their water services and illegal connections of pipelines by communities. These problems are primarily observed in rural areas rather than the more urban areas. High water usage is generally observed in most of the areas, amounting to more than 150 litres per person per day in both towns and rural areas. In order to eradicate water backlog, the Mopani District has prioritised water services as the first service among all others. 'Access rate is at 212 240, which is at 67, 32% and backlog is at 103 019, which is at 32, 68%' (Mopani District Municipality, 2008/9:.37-38). The Mopani District is characterised by low rainfall. This results in severe water shortages and regular drought conditions. There is stiff competition between the different water users, such as agriculture, mining and forestry. As such, water use for domestic purposes becomes insufficient.

Quality service delivery can be measured by the following dimensions: 'on-time delivery, reliable service, flexibility to change, dependable, and producing the expected outcome'

(Pycraft, *et al.*, 2000). It is argued that even public goods that are offered to the community must have some dimension of quality in order to satisfy people's needs (Schneider & White, 2004:29).

2.9 Challenges of Water Provision in South Africa

Du Plessis (2007:26) in his findings identified a number of challenges in the water demand management, which he indicates as follows:

- Water demand management occurs at a local government level on a rather ad hoc basis, with minimal planning regarding the objectives and aims, and within a limited budget;
- Very little is generally done to progressively promote water demand management;
- Water demand management strategies are still lacking in almost all municipalities and their bylaws still do not include any specific measures to ensure effective water demand management;
- Lack of effectiveness and efficiency of service delivery; and
- Increasing coverage and maintaining infrastructure are the two major challenges confronting the water supply sector.

With the various efforts undertaken, in the provision of water services to 'all', Kyessi (2003:2) identified three major constraints that hinder efforts to provide adequate water supply as institutional capacity, rigid infrastructural planning, and high cost of conventional systems.

2.10 Conclusion

The literature reviewed forms the basis of this research. It also reveals the importance of a number of items of legislation on water service provision and serves as a basis for a theoretical framework.

According to the above discussion on policies and Acts, it is clear that everyone has the right to water and that local governments' duty is to provide efficient, equitable, and sustainable water services. However, for municipalities to properly plan the provision of

water within their areas of jurisdiction, they need to adhere to the legislative framework requirements concerning the planning process. This is why the study aims to examine the planning process in the Mopani District Municipality as a WSA.

It is argued that projects undertaken in conjunction with the community perform better than projects that are managed by government alone. There is a strong emphasis on the importance of community participation in service delivery and that the engagement of communities will promote accountability of municipal officials. The literature also suggests that an effective way of improving service delivery is for municipalities to form partnerships with communities. There is a need for municipalities firstly to build their capacity to successfully embrace meaningful community participation.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents detailed information pertaining to the research design and methodology of the study. Selecting a research design that spells out the approach followed in the process of data gathering is of utmost importance. This makes it possible for the researcher to uncover the truth about the subject matter being studied. For this study, a qualitative research strategy forms the basis of research design and method. Qualitative research is a naturalistic method of enquiry which does not influence the research setting. The benefit of this research method is its ability to study people in the 'field'; i.e., in their natural settings. The qualitative investigator has the benefit of getting close to the research material and is able to obtain a lot of in-depth information (Hall and Hall, 1996:352)

3.2 The nature of the research

The purpose of the study is to understand how planning policies and legislative frameworks impact in the planning for rural water provision. The nature of the study will be exploratory, since there is limited information on the impact of policies and legislative frameworks in the planning process for water provision in rural areas. The study will explore, attempt to understand and gain insight into how the planning process of water provision in rural areas is undertaken and how existing policies in our country impact on or influence the process. The study investigates a real life situation which, according to Mouton (2003:51), is an object in 'World 1' and an empirical research problem. The study will help to shed light on why communities next to dams do not receive adequate clean running water, as per the minimum level of services for water supply as defined by the Department of Water Affairs and Forestry (DWAF).

3.3 Significance of the Study

The information gathered during the study will add value to the Public Administration body of knowledge under policy implementation. This will assist in the understanding of the impact existing water legislative frameworks have on service delivery in the Public Service and in the municipalities, in particular.

3.4 Research Design

3.4.1 Research Methodology

The study used the interpretive systems approach; since it tries to, “understand subjectively the points of view and intentions of human beings concerned. It wants to probe the worldviews that individuals employ in understanding and constructing social reality” (Jackson 2000:211). According to Rowlands (2005:83), adopting the interpretive approach, assumes that, “the experience of participants is subjective and best understood in terms of individual, subjective meanings rather than the researcher’s objective definitions”.

The methodology is appropriate to the study, since it seeks to gather information on how the community members of Makosha perceive their situation on water provision challenges in their area and in gathering information on how officials of Mopani District Municipality understand and perceive the challenges of water provision in rural areas such as the Makosha Village.

The study will also be conducted within the qualitative paradigm, which attempts to understand people in terms of their own definition of their world. By utilising the qualitative approach, attempts will be made to understand the Makosha water committee member’s experience, from their subjective perspective. According to Rowlands (2005:83), “the complexities, richness and diversity of their lives can only be captured by describing what really goes on in their everyday lives, incorporating the context in which they operate, as well as their frames of reference”.

As indicated by Mouton (2003:194), since the nature of the study is qualitative, this determines the type of methods to be used in the collection of data needed. The centre of interest in qualitative research is on the meanings participants' link to their social life (Bowling, 2002:352). According to De Vos (2005:286), there are one-to-one interviews and focus groups as interviewing methods for information collection during qualitative research. The one is no better method than the other. The purpose of the research must guide the researcher to choose the most effective method.

Even though one method is not superior to the other, there are things that are not likely to come out in focus groups, because in a group people behave and affect each other in the way they bring information to the fore. The most obvious difference between individual and group interviews is the amount of information that individual interviews provide about each interviewee (De Vos, 2005:286).

3.5 Ethical Considerations

Ethics is doing what is right and good during research. It is the application of all ethical principle to the research process. Ethics in research ensures that:

- The human, humane, humanistic and moral reasons are upheld.
- The credibility and trustworthiness of data is enhanced.
- The researcher's authority is demonstrated (Denosa, 1998:2-3).

The following ethical principles were adhered to:

3.5.1 The permission to conduct the study

The researcher sought permission to conduct this study from the following different institutions:

- The Mopani District Municipality
- The School Governing Body
- Ethical clearance from the University of Kwa – Zulu Natal

The letter written to the Mopani District Municipality ensured that access to the Makosha Water Committee was possible by the researcher. It also ensured that the researcher had access to top management of the Mopani District Municipality. The letter written to the

School Governing Body ensured that there was a proper venue for the focus group session. (See annexure A & B).

3.5.2 The right to self-determination and justice is ensured

The right to self-determination is based on the ethical principle of respect for persons. The researcher treated the participants as autonomous beings. The participants were informed about the proposed study and the information required, which relate to specific questions that the researcher seeks to answer. Participants were allowed to voluntarily choose to participate in the study and to withdraw at any time should the participants wish to terminate. The researcher did not violate the right of the participants to self-determination.

3.5.3 Informed consent is obtained appropriately

Participants made an informed decision regarding participation in the study. Informed consent relates to the participants right to adequate and relevant information before the commencement of the study. The researcher explained the purpose of the study, the procedures involved, potential risks/benefits, how confidentiality was to be maintained and their right to withdraw from participation. The researchers' explanation was at the level of the participant's comprehension. Participants gave consent to participate in the research.

3.5.4 The right to privacy

Privacy is the right an individual has to determine the time, extent and general circumstances under which personal information of participants was not shared or withheld from others. Participants were made aware of the use of audiotape and the research assistant (Burns and Grove, 2001: 196).

3.5.5 Confidentiality

Confidentiality is related to the researcher's management of private information shared by the participants that must not be shared by others without authorization by the participant (Burns and Groove, 2001; 196). The researcher needs to indicate to the

participants the fact that all information provided will remain confidential, their names were not linked to the study and were not used during data gathering and analysis.

3.5.6 The right to fair treatment

The right to fair judgement is based on the ethical principle of justice, which holds that each person should be treated fairly. The researcher ensured that the participants are selected fairly. The researcher adequately discussed the role of the participants and self in the study (Burns and Grove, 2001: 196; Denosa, 1998: 2.3).

3.5.7 The right to protection from discomfort and harm

The right to protect from discomfort and ham was based on the ethical principle of beneficence, which holds that one should do good, and above all, no harm. The researcher ensured that participants are comfortable by selecting a suitable venue, time, and days. The researcher ensured that participants do not incur financial loss by travelling to the area where focus group was conducted. The researcher made sure that the focus group was conducted within walking distance and the individual interviews were conducted in the participants' offices.

3.6 One-to-one interviewing as an information collection method

In qualitative research, interviewing is the leading method of information collection. It allows for emerging issues to be probed and explored further, and also allows for better understanding of the research study objectives and the causal relationships between variables (De Vos, 2005:287).

3.6.1 Types of one-to-one Interviewing

Unstructured and semi-structured interviews are used in qualitative studies.

3.6.1.1 Unstructured one-to-one Interview

Unstructured interviews are also known as in-depth interviews. They are conducted without utilising any of the researcher's prior information, experience or opinions in a particular area. This type of interview is a formalised conversation. It gives attention to a

particular subject, and allows for the researcher and participants carefully to discuss the subject. It is used to determine an individual's way of thinking about facts and forecasts, and their reactions to initial findings and potential solutions. The unstructured interview is often dismissed as lacking 'objective data'. The researcher used it to get more information in order to achieve understanding of the participant's point of view or situation (De Vos, 2005:292-3).

It is necessary for the researcher before interviewing, to define the information required, which relates to specific questions that the researcher seeks to answer. All unstructured interviews require a format and follow a process (De Vos, 2005: 293).

Rubin and Rubin (1995:145) mention that an interview is built up of three kinds of questions prior to talking to the participants. There are main questions which provide direction to the conversation. The probe questions are posed when responses lack enough facts and information in order to clarify the answer, or to request further examples. Follow-up questions are used to continue trying to find out about implications of answers to the main questions (De Vos, 2005:293).

The researcher should make sure that sufficient information is collected through having a sufficient number of participants, and also reaching saturation point of information. This is the point in the study where the same information is repeatedly reported, with no new information being said (Seidman, 1998:47- 48, *In De Vos, 2005:294*).

Confirmation and preparation of the venue and the participants prior to the interview is of utmost importance. The selection of a setting that provides privacy, comfort, is non-threatening and easily accessible will facilitate the process (De Vos, 2005:294).

The researcher, when conducting an unstructured interview, needs to indicate to the participants the fact that all information provided will remain confidential. Permission to use a tape recorder, to request participants to sign the voluntary consent form, and to indicate to all participants their right to withdraw from participating in the research at any time, need to be undertaken. The researcher must recognise 'thin' areas and probe for

additional information, and ‘get inside the participants skin’ so that the topic may be understood from the participant’s perspective. (De Vos, 2005:295).

3.6.1.2 The semi-structured one-to-one interview

Semi-structured interviews are defined as those organised around areas of particular interest, while still allowing considerable change in scope and depth. The researcher is able to make follow-ups on particular interesting issues which come out in the interview, and the participant is able to give a fuller reflection. The participants can identify more closely with the line of questioning posed by the researcher, and is able to introduce an issue the researcher may not have thought of. The participant in this relationship is seen as an expert in the subject under discussion and should be given the opportunity to relate his/her story in full.

In semi-structured interviews, an interview schedule with predetermined questions is used to guide the interview. The schedule is also used as suitable tool to engage the participant in telling the story (Holstein & Gubrium, 1995:76).

The questions should be few and follow a logical sequence and should provide information relevant to the study purpose. At this stage, the researcher needs to think of various themes the interview will cover. The researcher should make sure the questions cover the topic thoroughly (De Vos, 2005:296-7).

The use of a tape recorder benefits the study since its usage means the interview is more like a conversation and all exchanges are recorded. There is a full record of what the informant said and how they say it. The impediment of using a tape recorder is that it does produce a mass of data that has to be transcribed into written form before it can be analysed (Hall and Hall, 1996:162). During the interview, the research assistant jotted down field notes. After the interview, the researcher also jotted down his/her own experience and observation during the session (De Vos, 2005:298).

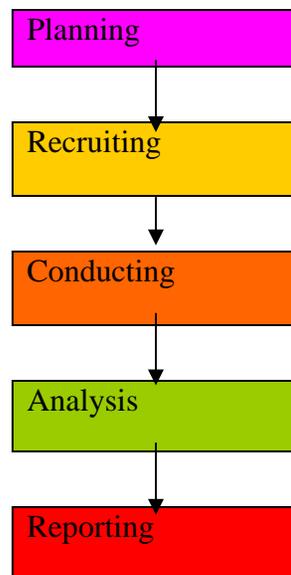
Interviews have particular strengths. They assist in getting larger amounts of data faster with all the details needed. However, interviews also have limitations. Personal interaction and cooperation are involved. The researcher may ask questions that do not evoke the desired responses from participants. Furthermore, the responses could be misconstrued or even, at times, become untruthful (De Vos, 2005:299).

3.7 The focus group as an interviewing method

In the writings of De Vos (2005:299-300), focus group interviews employ a grounded theory based on the information from the people who are part of the setting. The use of focus group interviews will benefit the study since preliminary information about a topic or phenomenon was collected. They can be conducted very quickly, and the cost of focus groups is not excessive. Focus group interviews do have some limitations. Some groups can become dominated by a self-appointed group leader, the gathering of qualitative data is inappropriate for a focus group and focus groups depend heavily on the skills of the moderator/interviewer (Winner & Dominick, 1998:151-153).

3.7.1 Planning the Focus Groups

Fig 4: Four basic steps in the planning of focus groups



Source: (Morgan & Krueger, 1998:Vol. 2: 9-12)

3.7.1.1 Planning

Careful planning with regard to participants, the environment and questions to be asked is crucial to conducting effective focus group interviews. Writing down a plan is absolutely critical in ensuring that logic is followed and shortcomings are identified. Using a multifaceted approach and well thought-out questions, which are open-ended, allows participants freedom to respond from a variety of perspectives. Providing a well-focused environment for the participants is necessary to ensure a successful outcome. Each of the four steps needs its own planning process (De Vos, 2005:303).

3.7.1.2 Recruitment

The purpose of the study determines who should participate in the group. Almost every activity of a focus group depends on who the participants are. Screening of potential participants is crucial to ensure that appropriate participants are selected. The size of the focus group usually consists of six to ten participants. Smaller groups allow for full participation and also elicit a range of responses (De Vos, 2005:305).

The number of focus groups necessary for a particular study is variable and depends on the research aims or purpose of the study. It is suggested that four group meetings are appropriate with re-evaluation after the third. The more diverse the responses, the more groups will be required in order to know what people are saying. If the discussion reaches saturation and becomes repetitive after two or three groups, there is little to be gained by increasing the number of groups (De Vos, 2005:306).

The focus group methodology is more directed at and designed to explore specific topics or issues. Carefully formulated and sequenced questions based on the purpose of the study are necessary to elicit a wide range of responses. (De Vos, 2005:3008-9).

The focus group meeting should be held in a comfortable, non-threatening setting. Because the sessions last from one to three hours, the comfort of participants is important. The location of the focus group must meet the needs of both the researcher and the participants. For the researcher, the primary concerns are the ability to hold the

discussion and to capture data. For the participants, comfort is the main concern (De Vos, 2005:309).

3.7.1.3 Conducting the focus group

An experienced facilitator of a focus group is relaxed, in control, friendly, having fun, and getting participants to tell all about themselves. However, effective facilitation requires complex skills. Before conducting the group, the facilitator needs to prepare mentally. One should minimise the risk of unexpected pressures that might limit the ability to concentrate. The facilitator must have good interviewing skills and ensure that equipment is in working order and available. In focus groups recording is essential. The way facilitators present themselves sets the tone for the entire focus group session (Morgan & Krueger, 1998:Vol.4:25).

The facilitators must build a good relationship in the group. The introduction and the instructions should be kept as brief as possible. The group session is opened with brief comments on the purpose of the study and to make all group members feel that their contributions are valuable, and to give permission to group members to express themselves without fear that their ideas will be openly criticised. Be comfortable with a pause, as it often prompts additional points of view. At the end of the session, the facilitator should summarise briefly the main points of view, seek verification and express gratitude for participation (Morgan & Krueger, 1998:Vol.4:25).

3.7.1.4 Analysis

The purpose of the study forms the basis of data analysis and as a key principle, determining the depth and intensity of the analysis. (Krueger & Casey, 2000:127). The aim of analysis is to look for trends and patterns that repeat within a single focus group or among different focus groups. The analysis and interpretation of focus group data is a very complex process. Recording of the session by tape recorders is recommended, as well as field notes at the conclusion of the session. The basis for analysis relies on transcripts, tapes, notes, and memory. (De Vos, 2005:334).

Data analysis is untidy, has more than one meaning, takes time, and is creative and exciting. It also involves searching for general statements about relationships among categories in the data for proper interpretation (Marshall & Rossman, 1999:150).

3.7.1.4.1 Six Data Analytic Phases

Analysis of data takes place in six phases, as discussed hereunder:-

3.7.1.4.1.1 Organising the data

This involves the researcher reading the data many times and getting familiar with it. The researcher is able to note on note cards the available data and effect the necessary editing in order to have manageable data. Careful attention to how data are being reduced is necessary throughout the research process. Direct transfer of data onto pre-developed data recording charts is appropriate in some instances (Marshall & Rossman, 1999:153).

3.7.1.4.1.2 Generating Categories, Themes and Patterns

This phase of data analysis is the most difficult, complicated, ambiguous, creative, and interesting. It requires the researcher to engage critically with the data available. The attempt should be to be able to identify themes, patterns and categories in the data collected. During this phase, the researcher engages with the data to find meaning to it (Marshall & Rossman, 1999:154).

3.7.1.4.1.3 Coding the Data

The formal representation of analytic thinking is data coding. Generating categories and themes is the tough intellectual work. There are several forms of data coding which the researcher can use. During the data coding process, new information may come out, calling for a new way of thinking (Marshall & Rossman, 1999:155).

3.7.1.4.1.4 Testing emergent understandings

Whiles the process of developing categories, themes and coding is in progress, the researcher begins evaluating and exploring an understanding of the information through the data. The data is evaluated for their usefulness and centrality. The researcher should

determine how useful the data are in making it easy to understand the questions being investigated and how they are central to the story that is unfolding about the social phenomenon (Marshall & Rossman, 1999:157).

3.7.1.4.1.5 Searching for Alternative Explanations

As the researcher discovers categories and patterns in the data, he/she should engage in giving opinions in questioning the very patterns that seem so apparent. The researcher must search for identity and describe them, demonstrate how the explanation offered, seems likely to be the truth (Marshall & Rossman, 1999:157).

3.7.1.4.1.6 Writing the report

The analytic process cannot be separated from writing about qualitative data. The researcher during the analytic process is involved in the interpretation, summarising and creating meaning out of the raw data (Marshall & Rossman, 1999:157).

3.7.1.5 Reporting

This is the last step in the planning of focus groups, which involves writing a research report, communicating the findings of the study and also taking into account the ethical aspects of the interview investigation (Kvale, 1996:137). According to Taylor & Bogdan, (1994 *In* Marshall & Rossman, 1999:158), there are five different approaches in report writing, namely:-

Firstly, it is purely a descriptive life history. Here the author presents a single person account of their own lives, framing that description with analytic points about the social significance of that life. Second is the presentation of data gathered through in-depth interviews and participant observation, where the participants' perspectives are presented and their worldviews form the structural framework for the report. The third approach attempts to relate practice (the reality of social phenomena) to theory. Here, descriptive data are summarised, then linked to more general theoretical constructs. The fourth approach is most theoretical. To illustrate it, they provide an example using a study of institutions for individuals with severe cognitive challenges. The final approach is an

attempt to build theory by using available data gathered from several types of institution and under various research conditions. The report they use as an example addresses tissues of the presentation of self under various difficult circumstances and attempts to draw theoretical conclusions across types of institutions, types of persons, and types of circumstances (Marshall & Rossman, 1999:157).

3.8 Validity and Reliability

Guba's model (Lincoln & Guba, 1985:216-217) indicates four aspects relevant to ensure validity and reliability:-

- ✓ Truth value;
- ✓ Applicability;
- ✓ Consistency; and
- ✓ Neutrality.

3.8.1 Truth value

This is concerned with whether or not the researcher has established the truth of the findings for the participants. It is critical for the researcher to have confidence in the findings of the results based on the research design, participants, and context (Lincoln & Guba, 1985:161).

Data triangulation was ensured by using different data collection methods. The researcher collected data through observational notes, field notes, audio tape recording, focus group, and individual interviews.

3.8.2 Applicability

Applicability in qualitative research refers to, 'the extent to which research results can be generalised to other context or settings' (Lincoln and Guba, 1985:215). Transferability was ensured by describing the background information of the participants (Krefting, 1991:7).

3.8.3 Consistency

In the writings of Lincoln and Guba (1985:216) consistency is the extent to which the results would remain the same if applied again to the same or similar setting. The researcher developed themes, categories and subcategories, which were again checked if they were inclusive of all the information relevant to the study being conducted.

3.8.4 Neutrality

According to Lincoln and Guba (1985:216), 'the objectivity to which the findings of the research are based is on the information gathered and not on how the researcher thinks or feels'. Going back to the participants for clarity and verification allows for neutrality.

3.9 Summary

3.9.1 Research methods employed in the study

The nature of the research study dictated that a qualitative approach should be used. The researcher acknowledges that the participants that she intended to engage, have knowledge in the field of planning for water in rural areas, and will provide valuable information on the planning for water at Makosha village. The purpose of the study is to gain more knowledge about how members of Makosha water committee perceive the water provision issues in their village, and what they think need to be done, and also to understand how various planning frameworks assist the top management of Mopani District Municipality in the planning for water provision in rural areas.

3.9.2 Data Gathering Method

Data collection was done through one-to-one interviews and focus group interviews. Participants to the study were selected through purposive sampling. The participants in the one-to-one interviews were six top management of the Mopani District Municipality, who are part of the planning process of water provision in rural areas. Each individual interview was conducted once and lasted for an hour. The focus group participants were six members of the Makosha Water Committee, who have knowledge of the situation regarding water issues in their village, and also understand all existing water challenges. The focus group interview was conducted once and lasted for 1 hour.

However before the interviews, the researcher scheduled an introductory meeting with all participants, where participants were introduced to the research topic and themes to be tackled, gave the purpose and background information on the research study and the technique to be used.

The number of interviews to be conducted was not pre-determined as the quality of interviews was more important than the number of interviews. Therefore, the quality of the interviews determined the number of interviews scheduled. In preparing for the interviews, the researcher developed an interview schedule which served as a guide. This was to make sure that all questions relevant to the study were posed. During the interview, the researcher allowed all participants to talk freely about the relevant issues whilst following what was being said, asked questions to ensure clarification of issues and attempted to construct new knowledge from the emerging information (Kvale, 1996:129-130).

3.9.3 Data Analysis and Interpretation

Firstly, the recorded information was transcribed; however, irrelevant information was left out. Analysis included meaning interpretation and looking for trends and patterns that appeared within all the data collected.

Meaning interpretation allowed for text extension as the researcher attempted to find a deeper meaning from the issues raised by the participants. The approach to data collection allowed for the use of different methods in the analysis and interpretation that brought to the surface the meanings of the different parts of text (Kvale, 1996:193).

3.10 Conclusion

The chapter has presented the research methodology and design used in the collection of data. The ethical consideration was also presented for validation of the research. As noted, the study is exploratory and is conducted within the qualitative paradigm, which attempt to understand people in terms of their own definition of the world. This assisted the researcher to understand the Makosha Water Committee members experience, from

their subjective perspective, and also in gathering information on how officials of Mopani District Municipality understand and perceive the challenges of water provision in rural areas such as the Makosha Village. The methodology also assisted the researcher to gather information on the meaning participants link to their social life. In the next chapter, data collected will be presented and analysed. This will then make it possible for the researcher to draw the conclusion and recommendations of the study.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The previous chapter discussed the methodology that was used to conduct the study. This chapter aims to present, analyse, interpret, and describe the data collected during field work regarding planning for water provision in rural areas within the Makosha village in the Mopani District Municipality. During analysis, the raw data collected was reduced, through selection of relevant data to bring meaning to the research undertaken. The data are presented and analysed under various themes as indicated in Tables 4.1. and 4.2. Findings are also presented under the same themes. Data was collected from the Makosha Water Committee through a focus group interview. Individual interviews were conducted with top management of the Mopani District Municipality. A summary of the data collected during fieldwork is presented here, guided by the themes used during data analysis. The following are central to the concerns of this chapter: 1) to analyse raw data and reduce it to themes, categories and sub-categories and 2) to reflect participant's experiences and views through discussing findings against relevant literature.

4.2 Description of the Sample

The sample was drawn from Makosha Village. Community members who were members of water committee within the village were identified to form a focus group. The Mopani District Municipal officers dealing with water issues were selected to form part of the individual interviews conducted. Individual interviews were selected so that officers were free to air their views and experiences in water provision in the district and in particularly within Makosha Village.

In both interviews conducted, data were collected at different places and on different days. A focus group interview was conducted first; this gave the picture of the challenges experienced at the village level concerning water provision.

4.3 Biographical Information

The participants that were included in the study were both males and females. The focus group consisted of six participants; i.e., three males and three females. This was the chairperson and five members of Makosha Water Committee. The focus group interview lasted for one- and-a- half hours. Only one interview was held with the focus group. There were follow-up consultations with members of the focus group during data analysis for clarity on the data collected during the interview session.

The individual interviews consisted of six male participants, since there was no female appointed in a position of senior management in the Mopani District Municipality. The biographies of participants in the individual interviews revealed that these participants consisted of the District Municipal Manager; Director Planning and Development; Director Technical Services; Manager Project Management Unit; Coordinator Performance Management System and the Satellite Manager seconded to the District Municipality from Department of Water Affairs and Forestry (DWAF). Each individual interview lasted for an hour. There were follow – up consultations with individual members of the Mopani District Municipality during data analysis for the researcher to get more clarity on the data collected during the interviews.

4.4 Presentation and Discussion of findings

Data analysis was done using Tesch's (*In* Creswell, 1990:145) eight steps of data analysis. Themes, categories and sub-categories that emerged from the analysis of raw data are presented in Tables 4.1 and 4.2. The presentation of data and findings was done using the information collected from the focus group, individual interviews and from other documents of the Mopani District Municipality and the Greater Giyani Local Municipality. Each group has been analysed and discussed separately.

4.4.1 Focus group data presentation; analysis and findings

The focus group members shared their experiences of the problem of water provision in their village. Data are presented under the following four themes; namely: -

- Problems related to water;
- Problems related to rights;
- Communication between the municipality and the community; and
- Respondents envisaged recommendations related to challenges of water provision.

Table 4.1: Themes, categories and sub-categories of the focus group

| THEMES | CATEGORIES | SUB-CATEGORIES |
|--|----------------------|-----------------------|
| 1. Problems related to water provision | Technical Problems | The system |
| | | The reservoirs |
| | | The elevated tank |
| | | Reticulation |
| 2. Problems related to rights | Inequality of access | Minimal access |
| | | Total Access |
| | | Lack of access |
| 3. Communication between the municipality and the community | Planning for water | Public Participation |
| 4. Respondents envisaged recommendations related to problems of water supply | Sustainability | Illegal connections |
| | | Cost Recovery |

4.4.1.1 Theme 1: Problems related to water provision.

Data indicate that residents of Makosha and other surrounding areas receive water below the minimum quality standards as reflected in the White Paper on Water Supply and Sanitation Policy, 1994: (section 34: 1) that “every person should be able to access 25 litres of water daily, that it should be of good quality, that it should only be necessary to walk for 200m from a dwelling to fetch water, that the flow of water should be 10 litres a minute, that the water need should be 96% met and that provision for upgrading of the services should be planned”.

From the data collected during the study, it has emerged that water supply at the Makosha Village violates the minimum water quality as stipulated by DWAF. Water supply at Makosha is not of good quality, since the flow is below the minimum requirements. The villagers are forced to walk more than 200metres to fetch water from the other side of the village. Water supply in Makosha village is not universally available throughout the village, since there are disparities in accessing water by villagers. It was found that there are periods where the village goes without water for days.

According to Earle, et al. (2005: 3):

Under the South African apartheid regime government policies were geared at advancing the needs of the selected few. The water policy was no exception. The development of South Africa's water resources was linked more with supporting the progress of the country's wealthy sector than with alleviating the position of the poor, particularly in rural areas.

The findings are that the water situation at the Makosha Village is attributable to the apartheid government policies and legislative frameworks, which neglected the majority of the Blacks and concentrated on the minority population of the Whites. This agrees with the writings of Earle, *et al.* (2005:3) who indicate that the former homelands are the areas where 75% of the people live and where 13% of the homeland areas experience a water shortage. The situation found in the Makosha Village was part of the Gazankulu government homeland. The apartheid water policies encouraged fragmented water provision services.

The focus group participants understood the water problem in their village as being caused by various contributing factors which are indicated below:-

4.4.1.1.1 Technical Problems

Data indicate that the main cause of the water problem at Makosha is technical in nature. The district municipality does not have human capacity with technical skills in water

provision. It has two (2) technical assistants, one dealing with water and the other dealing with electricity. At present, there is no qualified engineer appointed to deal with water issues in the district. This compromises service delivery.

The findings are that, without the District having the necessary human capacity, places like Mopani District are at a disadvantage, since it has a critical responsibility to provide water to five Local Municipalities with a population estimated at 1 224 873, consisting of 348 villages (as indicated in chapter one). It becomes critical when such a special skill is not available in a municipality which is a Water Service Authority (WSA), responsible for the provision of bulk water supply. Mopani District is also a water service provider in four of its local municipalities, i.e. Greater Giyani, Greater Tzaneen, Greater Letaba and Maruleng local municipalities. This places more responsibility on the district municipality, which calls for more qualified human resources and this will compromise service delivery, hence the experiences encountered in the Mopani District Municipality.

The technical part of the problem was indicated as being that of the system, the reservoir, the elevated tank and reticulation as amplified below: -

4.4.1.1.1.1 The System

Data indicate that the unreliability of water at Makosha village is caused by wrong connection of the pipes that take water from the purification plant to the reservoirs, and those that take water from the reservoir to the elevated tank. Data indicate that a service provider was appointed to put pipelines from the reservoir to the elevated tank, in order to resolve the problem, but water challenges continue to exist.

Data also indicate that Makosha Village has only four (4) street taps, which is not adequate to provide the whole community with water. For the whole community to access water from these taps, villagers queue for a long time, and they also travel more than 200 meters to get water. Such practices violate the standards and norms of access to water, as stipulated by the *White Paper on Water Supply and Sanitation Policy* (1994:15),

which says, “the maximum distance which a person should have to cart water to their dwelling is 200m”.

The findings are that even though there is a reservoir and an elevated tank, water supply in the Makosha Village is not adequate, since the two structures are not able to provide water to the whole community. It was also found that there are technical problems in terms of the connections from the reservoir to the elevated tank, which did not help to resolve the long-existing water problems. It can be indicated that this is attributable to a lack of qualified human resources in the Mopani district municipality. Unavailability of a qualified engineer contributes to the long-standing challenge of poor water supply at the Makosha Village.

4.4.1.1.1.2 The Reservoir

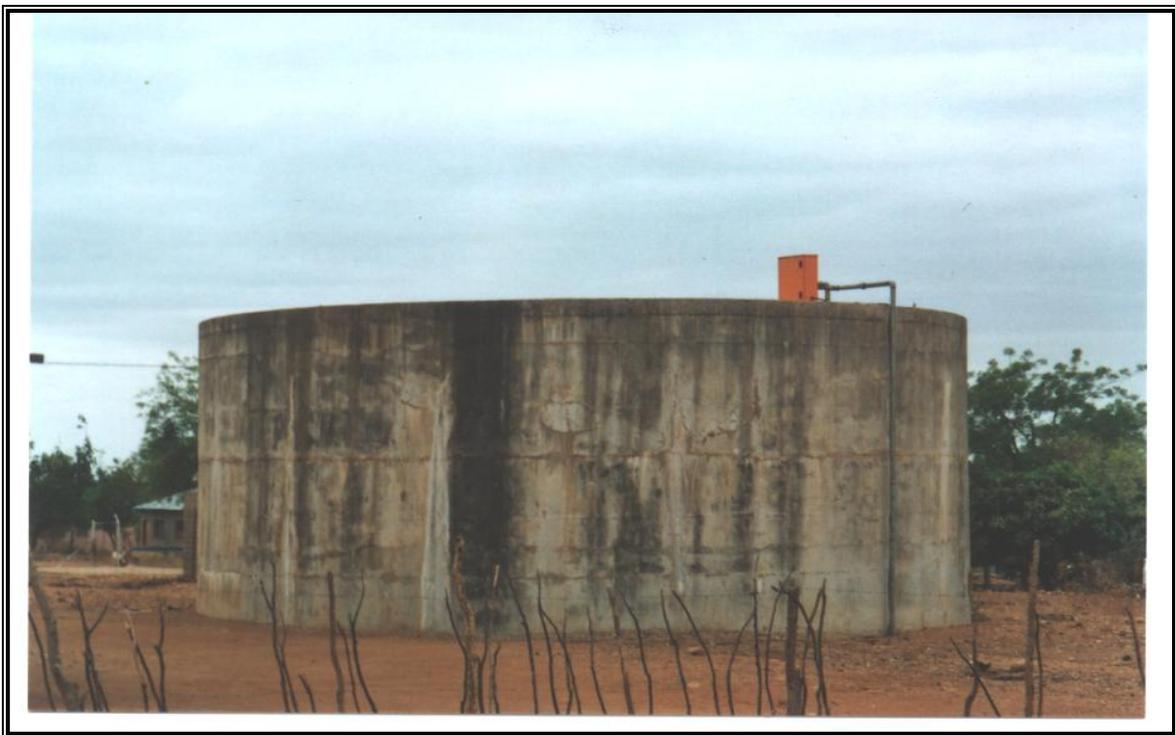


Photo 1: The bigger reservoir, which supplies water at Makosha Village. Photo taken by the researcher in October 2008

Data indicate that Makosha Village had two reservoirs built, aiming at the provision of water to seven villages around the Greater Giyani Municipality. One reservoir is at the lower level whilst the second one is at the top level of the village. During the interview, it emerged that the location of the two reservoirs has an effect on the water problem in the area. Participants feel that if the reservoirs had been correctly positioned, the problem would not exist. Furthermore, water is not able to accumulate and fill up both reservoirs to enable all seven villages, namely; Makosha, Thomo, Khakhala, Mudavula, Mahlathi, Ndindani and Hlomela to have access to water. Water always runs to the lower areas, like Hlomela and Ndindani, leaving other areas at a higher level, like Makosha, without water.

4.4.1.1.3 The elevated tank



Photo 2: The elevated tank at Makosha Village. Photo taken by the researcher in October 2008

Data indicate that a service provider was appointed to install an elevated water tank, which was aimed at getting water from the reservoir. The aim was that if the elevated tank was filled with water, the standpipes installed in the village would have water. Since the elevated tank has never been filled with water, it is standing empty, it has not served the purpose for which it was intended since 2006 when the elevated tank was installed, and the service provider paid for the service rendered. It also emerged during the interview that the participants gave advice to the service provider on how to connect the pipes from the top of the reservoir and not from the bottom, but their advice was not heeded. The participants were of the view that if their advice had been taken, the water problem at Makosha would have been resolved a long time ago.

The findings are that the problem of water at Makosha is attributable to various factors, which the community members are not able to understand. For instance, it has been indicated that the problem was technical. It emerged during the research that the community and the municipality were not working together in dealing with the water challenges at Makosha. The community made its own assumption about the problem, whilst the municipality was dealing with the problem on its side by appointing service providers to install elevated tanks and standpipes. The municipality has a responsibility to involve the community of Makosha and to engage it in trying to resolve the water problem at Makosha village.

4.4.1.1.1.4 Reticulation



Photo 3: The standpipes inside the yards at Makosha village. Photo taken by the researcher in October 2008

Data also indicate that reticulation of the pipeline within the village was done two years ago. Standpipes have been installed in each yard, standing dry since 2006. The service provider appointed to install the standpipes was paid for the service rendered. The findings are that the Mopani District Municipality did take some steps then to try to resolve the existing water challenges at Makosha, but that these were not successful. The Makosha community has lost faith in the municipality and in the present government. They said the apartheid government was better than the present government with regard to service provision.

4.4.1.2 Theme 2: Problems related to rights

The *Constitution of the Republic of South Africa* (1996:13, Section 27 (1) (b) states that “everyone has the right to have access to sufficient water”. Data indicate that the rights of Makosha villagers and other members of the surrounding villages have been violated. This was so because water was not always available. The members of the focus group understood that they needed to have access to water and that the government needed to provide that service.

The findings are that the citizens of South Africa, more so in rural areas, still live without clean running water even though the *Constitution of South Africa* provides for a Bill of Rights to all citizen, and the Reconstruction and Development Programme (RDP), was established to redress the lack of development more especially in the rural areas. Provisions of portable and accessible water supplies are the cornerstones of the RDP as indicated by Bailey (2003:16) in the previous chapter.

4.4.1.2.1 Inequality of access

The inequality of water forms a part of the history of South Africa as a country. This situation continues to exist after 15 years of achieving democracy. This is so because the disparity was huge, and it takes years for the government to reach a universal access level.

Data indicate that there is no equality of access to water at Makosha Village. The old lower level of the village has water all the time as compared to the old upper level and the new extension. The new side of the village does not have water at all. This is due to the installed elevated tank that is not functional.

This situation violates the requirements of the *White Paper on a National Water Policy for South Africa*, which addresses the imbalances of the past. Amongst others, it deals with water allocations and demand management. The policy focuses on providing equal access to water for all. The municipalities across the country have the responsibility to see to it that all communities receive clean water as per the norms and standards as set by the Department of Water Affairs and Forestry (DWAf).

The findings are that the situation at Makosha does not conform to the requirements of the National Water policy and the Mopani District Municipality is failing to provide equal access to water for all in the village.

4.4.1.2.1.1 Total Access

Data indicate that one part of the village has access to water all the time. The findings are that this situation creates a problem in the municipality and in the community. This difference causes bad blood among community members and between communities and the municipalities. Community members felt they were not treated equally.

4.4.1.2.1.1 Minimal Access

Data indicate that there is one part of the village, which receives water at all times, while other parts receive water for some hours a day. During the interview, participants indicated that there was no uniformity in terms of water accessibility in their village. Community members have to walk to the other side where water is always available and, sometimes, stay without water for days. This violates the principle of access for all.

4.4.1.2.1.2 Lack of Access

Data indicate that members of the water committee feel that what was done by the former government was more effective than what has been done by the new government. They feel that pipelines installed by the old government are the ones providing the village with water. The findings are that the projects, which the municipality embarked on, were not effective to resolve the existing water at Makosha. The participants felt the present government did not care about them.

4.4.1.3 Theme 3: Communication between the municipality and the community.

Data indicate that communication between the community and the municipality is poor. The community was aware of their problems and wanted to engage the municipality, but there was no platform provided for both parties to engage. This situation violates the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), which provides for the engagement of communities by municipalities on matters of mutual interest, which forms the backbone of service delivery.

Communication between municipalities and communities remain critical in the provision of water. South Africa as a democratic state promotes communication amongst

stakeholders on issues of common interest. This relationship assists both the municipality and the community to inform each other on issues of common interest. It also assists communities to understand what the municipality is doing and also assists the municipalities by alerting it to what the community's needs are. This relationship assists in speeding up service delivery in the municipalities.

Based on chapter four of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), as indicated in the chapter two of this document, municipalities involve communities and community organisations to form part of all municipal affairs. Adhering to this requirement assists the municipality to listen and to take seriously the voices of the communities in order to take into consideration the ever-changing needs of the communities during decision-making process and in overseeing the implementation of the municipal administration. Lack of proper communication between the community and the municipality, aggravated and prolonged the situation at Makosha.

4.4.1.3.1 Planning for water

As indicated in chapter two, planning is critical for any project undertaken. It is of utmost importance that proper planning be done before embarking on the implementation of any project. There is a need for proper planning in order to have proper implementation; hence planning for water projects in communities remains important.

According to Mvula (2006:467) planning process includes:-

Determining what resources are available and what resources are needed to support development plans; doing an initial audit of what needs to be done in the municipality's jurisdiction; drafting a vision for development in the area; prioritising the development needs identified; developing strategies that will achieve these goals and time frames to guide their implementation; implementing projects and programmes in lines with the goals and time frames to guide their implementation; implementing projects and programmes in line with the goals

and strategies chosen; and determining how to measure the outcomes and impact of programmes, by the selection of appropriate performance monitoring tools.

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), requires that planning in the municipalities be done in an integrated way according to the Integrated Development Plan (IDP). The IDP deals with the planning process for any project the municipality wants to embark on. The Act also requires that there should be extensive consultation with all stakeholders. This process will allow for proper prioritisation of needs and also provide the platform for the municipality to indicate the available resources and to promote transparency.

The findings are that the inhabitants of the Makosha Village were not involved in the planning for water in their area. The Mopani District Municipality planned on behalf of the communities without their involvement. The participants were not even aware of the planning processes taking place in the District and Local Municipalities respectively, hence the continuation of the water problem at Makosha. The Municipality did not know how the community perceives the problem of water in their community; hence it is not able to resolve the problem. The researcher agrees with Page & Susskind (2007: 141) that “planners have a responsibility to help communities everywhere think about the supply and quality of water they will need, both now and in the future, and how best to meet those needs”. There is a strong need that the Mopani District Municipality involves the community of Makosha in dealing with the existing water challenges in their village.

4.4.1.3.1.1 Public Participation

According to the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), public participation in South Africa is the involvement of all stakeholders in the issues of development in their communities. Community participation enhances knowledge about water issues, increases the likelihood of customer satisfaction and enhances community commitment to take responsibility for water services. With joint partnership between community networks and the municipality, the existing challenges will be resolved (Mvula Trust, 2006:467-468). As provided by legislation, public participation forms the

basis for development in a democratic state. The Constitution and the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), encourage all spheres of government to consult in all developmental issues with their respective communities.

The data indicate that there are no engagements with the municipality. Makosha community does not know plans of the municipality, since there is poor communication. As stipulated in the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), during the preparatory phase of the Integrated Development Plan (IDP), municipalities should outline their communication or public participation strategies, indicating how the public will be afforded the opportunity to participate in the planning process.

Data indicate that the community of Makosha was not involved in all issues of water within the municipality. The municipality did not have the culture of involving communities. As indicated earlier, community participation encourages communities to provide more information about community needs, understand the goals of what government plans to achieve, and to understand the budget and resource limitations which exist.

As indicated in chapter two, research indicates that the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), requires that ward committees be established to promote public participation. Ward committees are a mechanism used to promote public participation. It assists to improve the relationship between the ward councillor and the community. Research indicates that the assessment was made in 2008 by the Department of Local Government and Housing on the functionality of ward committees in Limpopo Province indicated that out of 513 ward committees established, only 142 are functional and 371 are dysfunctional (Mafunisa and Xaba (2008:452).

The researcher holds the strong view that public participation has a major impact on water supply by improving service delivery and reducing unnecessary costs that are impacting on the budget, like spending money without any return on investment in terms of getting the results intended.

4.4.1.4 Theme 4: Respondents envisaged recommendations related to problems of water supply

During the research, participants indicated their recommendations which they think will assist the Mopani District Municipality to resolve the existing water challenges as indicated here-under: -

4.4.1.4.1 Sustainability

The concept of sustainability has attracted much interest over many years from many disciplines. In South Africa, sustainability in the provision of services to communities has always been of concern to the democratic government. *The Constitution of the Republic of South Africa* (1996:13) provides that all citizens have the right to receive sustainable basic water supply. This means that every citizen in South Africa has the right to water at all times.

Data indicate that there is lack of sustainability of water provision at the Makosha Village. There is one part of Makosha community, which does not have access to water at all, and the other parts have access to water for part of the day. Participants felt water needs to be available all the time. It needs to be of good quality, appropriate in quantity and available to all. Provision of sustainable water services is important to make sure all citizens have access to water at all times. Data also indicate that access to water improves during winter, when there is less irrigation of crops. This improvement indicates that there is over-utilisation of water by some villagers, which results in water not being accessed by all.

The researcher's findings are that the notion of sustainability, which would involve the continuous supply of water, is violated since water supply at the Makosha Village was not always available. The fact of water being more accessible during winter indicates that there is over utilisation of water during summer. It then means that if water was used sparingly by all citizens in Makosha and other surrounding areas, more parts of the village could gain more accessibility to water supply.

4.4.1.4.1.1 Illegal connections

Data indicate that there is a high rate of illegal connections at the Makosha Village. The villagers had connected the standpipes into their yards from the main line, which was erected by the homeland government. Households at the Makosha Village wanted to have water supply within their yards to avoid walking to the communal taps and queuing to get water. This is the main contributor to the inequality of access to water which existing at Makosha. These illegal connections contribute to the low pressure of water that was supposed to feed the reservoir and the elevated tank. These acts of illegal connections violate the right of other community members to get water. The issue of the village only having four community taps, as indicated earlier, has motivated villagers to make illegal connections. Data have also indicated that the municipality has installed standpipes in most of the households at Makosha village, which stand dry, with not a drop of water coming out for the past two years.

Findings of the researcher are that the community of Makosha had taken over the water provision responsibility themselves. They made illegal connections, which the municipality is doing nothing about. The municipality was not concerned with undertaking an impact assessment of the projects it implemented. This can be seen where the municipality appointed a service provider to construct an elevated tank in trying to resolve the water problem at Makosha. The installation of the elevated tank, and the standpipes did not have any impact as it did not solve the existing water problem. The service provider was paid even though the work done did not benefit the community of Makosha.

4.4.1.4.1.2 Cost recovery

Cost recovery is crucial to water provision because water has an economic value. Water provision has financial implications, amongst others, in the management of water sources, development of bulk water supply, purification and reticulation.

As indicated in the previous chapter, Gleick (1999: 4-5) believes that:-

Basic water requirements should be paid for, but when it cannot be paid for by individuals for reasons of poverty, emergency, or circumstance, it is still the responsibility of local communities, local governments or national governments to provide that basic water requirement through subsidies or outright entitlement.

There is a Free Basic Water Policy, which sets out that free water is offered to households who cannot afford the basic water service.

Research argues that even though the free basic water programme has been implemented since July 2001, “7 million people are without water infrastructure, and as such are not benefiting from the free basic water policy” (Khosa, 2003: 20). The Free Basic Water Policy was also aimed at addressing equity issues whilst pursuing cost recovery alleviation by ensuring that there is on-going provision of sustainable services that require available adequate resources (Hall, *et al.*, 2006:58).

Data indicate that cost recovery is not being implemented at the Makosha Village. The Makosha community and the surrounding villages were not willing to pay since water supply was not sustainable. They were only ready to pay if water was always there for all the people in the village. Consumers felt there was a need for the municipalities to provide sustainable water services in order to change their mind-set to have the desire to pay.

The findings are that the continuous problem of unavailability of water creates challenges for cost recovery implementation in municipalities. This is in line with the findings of Alence (2002:702), who says that consumers always argue that if the service is not sustainable, why should they pay? For a municipality to implement the Free Basic Water (FBW) Policy, it needs to put up the required infrastructure, have sustainable water and put in place a billing system. Without that in place free basic water (FBW) will be impossible to implement. The researcher agrees with the thinking of Khosa (2003:20),

that as long the municipalities remain without physical infrastructure and are unable to set up accounting systems needed to implement cost recovery, the more needy people will not benefit from Free Basic Water (FBW) policy and will remain without water.

4.4.2 Summary of focus group data

Policy implementation remains the core to service delivery. The success of policy implementation will allow for accelerated service delivery, which will deal with the existing service delivery backlogs. This will have a positive impact, as it will make it possible for all citizens to access water services. Failing to implement policies results in poor service delivery and increased potential for protest demonstrations in various municipalities across the country.

4.4.3 Individual Interviews data Presentation and Analysis

The interviews were conducted with the executive management of Mopani District Municipality whose responsibility it is to provide water to communities within the district. Themes, categories and sub-categories of the interviews are reflected in table 4.2. below:-

Table: 4.2: Themes, categories and sub-categories of individual Interviews

| THEMES | CATEGORIES | SUB-CATEGORIES |
|--|---------------------------------------|---------------------------|
| 1. The District municipality expresses its difficulties when providing water | Capacity to provide water | Water sources |
| | | Infrastructure |
| | | Human resources |
| | | Skills |
| | | Financial resources |
| 2. Planning | Water Service Development Plan (WSDP) | Monitoring and evaluation |
| | Integrated Development Plan (IDP) | Public Participation |

4. 4. 3. 1 Theme 1: The District Municipality expresses its difficulties when providing water.

4.4.3.1.1 Capacity to provide water

The capacity of the municipality to provide water is of utmost importance. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) provides for the allocation of powers and functions of the municipality based on the capacity to provide services. The Mopani District Municipality as a Water Service Authority (WSA) has the responsibility to provide water to all of its five local municipalities; i.e., Greater Giyani; Greater Tzaneen; Ba-Phalaborwa; Greater Letaba and Maruleng. According to Du Plessis (2007:21), “Capacity to manage the municipalities from an engineering point of view seems to be constantly under pressure, with very few qualified engineers and technicians available in these structures”.

Data indicate that the district does not have capacity in the various aspects of water provision. This is reflected in the organisational structure, where there were only two technical assistants appointed and one engineering post remain vacant. The responsibility of the Mopani District Municipality as a WSA is to supply 1 224 873 population with clean running water. Lack of technical skills in the Mopani District Municipality in water provision has made the municipality take the route of establishing a Water Utility, which will cover Greater Giyani, Greater Letaba and Greater Tzaneen local municipalities. This is in line with section 78 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) which requires for the assessment of the capacity the district and local municipalities have in the water services provision. It gives provision to the WSA to form a Water Utility that will assist municipalities in acquiring financial resources and to develop various water provisions-related skills.

The findings are that the Mopani District Municipality has inadequate capacity to provide water due to lack of relevant qualified personnel. The inability to fill the post of an engineer, which was lying vacant, has a huge impact on the ability of the municipality to deliver the water services to all communities.

4.4.3.1.1.1 Water Sources

Water sources forms the basis of water provision and supply. Water sources are dams, rivers and ground water available to store and provide water for any country or area. The National Water Policy for South Africa of 1997 aims to “manage the nation’s water resources for long-term benefit of the society”. Data indicate that Mopani District Municipality is a water scarce area. It is characterised by low rainfall. This results in limited water resources culminating in severe water shortages and regular drought conditions. There is competition between the different water users such as agriculture, mining and forestry. As such, water use for domestic purpose becomes scarce. Even though Mopani District Municipality has twenty (20) dams, it still continues to experience water problems. For water provision to be successful, the identification of water sources becomes important. Sources of water for Greater Giyani Municipality are Middle Letaba and Nsami dam. Lack of delivery then is due to unqualified personnel

working at the dams. These personnel were redeployed from being drivers to panel board operators. These personnel did not receive any training, hence the existing challenge. It was found that the available water source for Greater Giyani Municipality and in particular, Makosha Village is the Nsami Dam. It was further indicated that if Nsami Dam was properly utilised, it could help the district to deal with water problems in the Greater Giyani municipal area and in particular, the Makosha village. It therefore becomes necessary for the district municipality to properly manage the water sources to assist in resolving the existing water problems around Greater Giyani Municipality.

Even though Mopani District has twenty (20) dams of which nine (9) dams are used for household consumptions, it continues to experience water shortage, since ninety percent (90%) of Middle Letaba dam consumers are within the Vhembe District Municipality and ten percent (10%) within the Greater Giyani Local Municipality. Due to this situation, an intra-district agreement is being drawn up for Mopani District to access water from Nandoni Dam, which is in the Vhembe District Municipality, for Mopani District Municipality consumption. The engagement with Vhembe District Municipality has started, and an agreement was to be signed to allow for the extraction of some volume of water to augment the Greater Giyani Municipality water supply.

The findings are that the existing water sources for Greater Giyani Municipality are not adequate since Middle Letaba Dam, provides water to residence in the Vhembe District. If that was not the case, water from the Middle Letaba Dam would be adequate to provide water to all the villages of the Greater Giyani Municipality.

4.4.3.1.1.2 Infrastructure

Infrastructural development in South Africa remains a challenge due to population growth and the mushrooming of residential areas not aligned to urban and rural planning.

Data indicate that the Mopani District Municipality is well provided with bulk water supply infrastructure, as indicated in chapter two. The reason why supply of water is below the RDP level of 25 litres per person per day is the shortage of pipeline reticulation within villages. Infrastructure in the Greater Giyani Municipality is currently inadequate

to supply water to the whole municipality. The existing plant which is supposed to supply water to all the villages around Greater Giyani Municipality is put under pressure to supply water to 219 790 members of the population and to the 42,8% of households without access to RDP standard water supply. The limited water infrastructure in the Greater Giyani Municipality is attributable to the fact that the villages in the municipality area are spatially scattered, thus resulting in difficult and expensive processes to provide water supply pipelines to the villages. Illegal connections in the villages and in particular, at the Makosha Village also contributed to the existing water backlog. There was also high water usage, due to communities using water to irrigate their gardens.

Data indicate that in order to eradicate the water backlog at Mopani District Municipality, water services has been prioritised as the first service among all other services. Access rate is at 212 240 which is 67, 32% and backlog is at 103 019 which is 32, 68% (Mopani District Municipality 2008-2009: 38). The District Municipality believes that with the establishment of the Water Utility, there will be a massive water infrastructure development, which will improve the state of infrastructure in the district.

4.4.3.1.1.3 Human resources

“Human resource capacity is an important factor in municipal service delivery. The quality of staff members in providing quality services is the key dimension of capacity. Their quality is a function of their skills and knowledge, and the way these skills and knowledge are utilised within the government. Skills and knowledge are commonly measured by the level of education, training and on – the – job experience” (Azfar, *et al.*, 1999: 26).

Data indicate that both Mopani District and Greater Giyani municipalities lack capacity to provide water, hence the establishment of the utility, responding to section 78 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), which will help improve human resources and the infrastructure of the Mopani District and that of Greater Giyani in particular. Municipalities need to appoint personnel with skills relevant to water provision. This will assist the planning, implementation, operation and

maintenance of water projects within municipalities. As indicated earlier, Mopani District Municipality does not have adequate qualified technical staff. There are only two technical assistants appointed, with no qualified engineer. The existing water supply backlog is aggravated by lack of proper qualified human resources in municipalities, and in particular, Mopani District, which contributes to a lack of proper planning for water provision.

4.4.3.1.1.4 Skills

Lack of skills plays a part in the water provision process within a municipality. Data indicate that skilled personnel remain a serious challenge within the municipality in order for them to render water services. In some places, there are instances where there is infrastructure that is not able to provide water, due to the lack of human and skills elements, which aggravate the situation. It emerged that at some point, drivers were appointed as operators, expected to operate the panel board of reservoirs. No formal training was received, resulting in the inability to read, understand and operate the panel board, which compromised the provision of water at Makosha and the other surrounding villages.

The researchers' findings are aligned with Craythorne's (1997:326) approach that there are times when jobs change and new skills must be learned. It can be argued that some of the problems experienced at Mopani District Municipality, and in particular at the Makosha Village were caused by taking drivers to become operators of panel boards of reservoirs without receiving any training in their new jobs.

4.4.3.1.1.5 Financial Resources

Financial resources are important in water provision. The National government finances local government through subsidies in order to implement and improve water services. The subsidy transferred to municipalities for providing basic level of services to all citizens in South Africa is the Municipal Infrastructure Grant (MIG). It tends to reduce poverty, encourages economic development, create employment, empower municipalities, decentralise service delivery, and consolidate funding arrangements.

Mopani District Municipality uses the MIG specifically for infrastructural development. Data indicate that the grant was not sufficient to address the service backlogs in the district. The municipality had taken the route of forming a Water Utility in order to assist in accessing funds for infrastructural development, which was costly. Mopani District Municipality believed that with the water utility in place, water infrastructure would improve. This will make it possible for the district municipality to provide water to all in the district. When that is so, the Water Service Authority will be able to implement cost recovery and Free Basic Water (FBW) to its people.

Data indicate that, presently, Mopani District Municipality has water provision backlogs, which when translated into monetary terms will need R600 million. The current capacity that the municipality has, in terms of budgeting, is not even anywhere near a quarter of what the municipality needs in the next few years taking into consideration the national targets. The argument in relation to Mopani District is that without adequate funding, water provision challenges will continue.

4.4.3.2 Theme 2: Planning

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), requires planning for water provision by the municipalities. The Act provides that all municipalities develop an IDP document, which is a contract between the municipality and the community on all the projects, which are to be implemented within a municipal space. The process of planning needs the involvement of all stakeholders. Community involvement remains crucial in order to reflect the status quo of their communities and the need for the municipality to plan around such information.

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), requires that integrated planning takes place in all spheres of government and also in intra-municipal areas. In the 2008-2011 Greater Giyani Integrated Development Plan (IDP), planning for water is not reflected. Even though Greater Giyani Municipality is neither a Water Service Authority nor a Water Service Provider, it was supposed to indicate the status

quo in order to provide guidance to the district municipality as a Water Service Authority.

Data have indicated that prior to 2005, the approach of the district municipality on the planning for water services provision was not good, primarily because people would go into communities and communities would list their needs, without taking into consideration the content of the Water Service Development Plan (WSDP), which is a planning tool and a guide to the projects to be implemented. Such lists ended up being included in the Integrated Development Plans (IDP) of the municipalities.

4.4.3.2.1. Water Service Development Plan (WSDP)

Data indicate that the Mopani District Municipality has developed a Water Service Development Plan (WSDP), which clearly indicates the extent of the water service delivery needs within the district, both at the RDP level and below the RDP level. It is also able to indicate to the District the main water sources that they have. The WSDP of the district has currently shown that the district has twenty (20) dams but only nine (9) are used for household consumption. It also indicates that there is more to be done in resolving the water provision backlogs within the district.

The Mopani District Integrated Development Plan (IDP) of 2006-2011 indicates that a WSDP for the district is in place, but its implementation remains a challenge. This is so because, in the strategy phase of the Mopani district municipality IDP, it does not reflect the strategies the district municipality is to embark on in addressing the water challenges within their area of jurisdiction, as reflected in the WSDP. This indicates that the development of the WSDP as one of the planning tools for water provision within the municipality is not being used for the purpose intended for save for mere compliance with the legislation.

The researcher's argument is that the WSDP of Mopani District Municipality was developed in 2006 and this is the document which the municipality presently uses. It means that the document is not addressing the present situation of the municipality. To

the researcher, it means that the document is not used for the intended purpose of guiding the municipality in its plan to provide water services to all communities. As a planning tool, the WSDP needs to be updated every year with the progress made so that it can provide guidance in service delivery within the district.

During the investigation, it was found that even though the municipalities do have WSDPs to assist them with proper planning, they do not generally use them. It is rather seen by most as a legal requirement that needs to be adhered to.

4.4.3.2.1.1 Monitoring and Evaluation

Data indicate that the district municipality invested in the village by laying pipes for the reticulation of water within the Mokosha village. It also installed stand pipes and an elevated tank to assist the community in accessing water. All the efforts of the municipality did not yield fruit, as water continued to remain a challenge due to the standpipes standing dry.

Monitoring and evaluation remains crucial in any planning, because it is able to indicate the status quo of development in any area and assist in addressing the challenges through the provision of information. The findings reflect that there is poor monitoring and evaluation in the projects implemented. This is evidenced by the lack of any future plan for addressing the existing water projects at the Makosha Village. Monitoring and Evaluation in the water sector includes impact assessment of the projects implemented and the issue of value for money. The impact assessment report should then be used to inform the reviewed IDP document.

4.4.3.2.2 Integrated Development Plan (IDP)

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), requires that all municipalities develop Integrated Development Plans (IDP) as a contract between the municipality and the communities it serves. The data indicate that the municipality did not use the different plans to inform its project priorities. This needs to be implemented. The IDP is not regarded as an important document, which guides and indicates daily

activities of the municipalities. During data collection, it became clear that the content of the District IDP is not known. One respondent was not even sure whether there were projects which are to address the water challenges at the Makosha Village. He was only able to indicate the projects which were implemented and not the future plans.

4.4. 3. 2. 2.1 Public Participation

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), provides for the involvement of communities in the review process of the Integrated Development Plan (IDP) in all planning activities. Communities should also form part of the monitoring and review of its performance.

Kihato (n.d.:53) indicates that “The important shift in DWAF policy is the movement from the ‘supply driven’ to the ‘demand driven’ principle” which currently underpins the supply of water and sanitation. The White Paper states that “the primary principle is that development should be demand driven – ‘demand driven’ should be understood as the motivation for development originating from within the community, not from some outside agency (including the state) on behalf of the community”. The municipality never engaged with the community members. They never had time to inform the community on why the new reticulation was not providing water to the villages.

Data indicate that the Mopani District Municipality took the route of clustering of wards to increase the rate of public participation and to manage various challenges that arise within their area of jurisdiction. The pilot process of ward clustering has been rolled out at Ba- Phalaborwa and Greater Tzaneen. The other municipalities started to roll out the ward clustering later in the past 18 months. This confirms that the public participation is not yet at a level where it should be hence the existing challenges at Makosha.

The findings show that there is more which still needs to be done by the municipality, since the water problem at Makosha has been in existence for a long time. If there was good public participation, the problem would have been resolved a long time ago.

4.5 Conclusion

This chapter focused on data presentation, analysis and literature review. From the data that have been analysed, one can draw a conclusion that in the provision of water, both district and local municipalities need to implement the legislative frameworks on water provision for them to succeed. The development and usage of the planning tools in the municipality becomes important for any project to be undertaken by the municipality. The use of the WSDP in informing the development of the IDP in terms of water provision within the district is of utmost importance. Monitoring and evaluating of the impact of all projects implemented by the municipality is crucial in order to allow for future planning and proper service delivery.

CHAPTER FIVE

GENERAL CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

In South Africa, policy implementation is central to service delivery and happens through the implementation of programmes and projects within a municipal geographical jurisdiction (Cusworth and Franks, 1993:2; Meiring and Parsons, 1994:20). As indicated in chapter one, the purpose of this study was to understand the impact of policies and legislative frameworks formulated after the institution of a democratic order in the planning for water provision in rural areas of Mopani district municipality, with special reference to the Makosha Village. In the previous two chapters, the research methodology was elaborated on and the data was presented and interpreted. This chapter focuses on the general conclusions drawn from the analyses. Another objective of this study is to provide recommendations based on the findings, which could be used by the Mopani District Municipality. Recommendations are made in this chapter to close the gap between the status quo at the Makosha Village and the desired goal.

5.2 General Conclusions

This study attempts to provide an answer for how water policies and legislative frameworks impact on the planning for water provision in municipalities. It also recognises the importance of policy implementation in service delivery within municipalities; the ability of municipalities to mobilise support in pursuit of public participation; the importance of capacity to provide water in municipalities; the citizen's right to water and the importance of planning; and monitoring and evaluation of water provision.

5.2.1 Policy Implementation

It emerged from the study that the Mopani District Municipality does not fully implement the various policies and legislative frameworks in the planning for water provision. The results of the study indicate that various policies and legislative frameworks on water provision in South Africa are appropriate and sound but mechanisms for their

implementation are lacking. Successful policy implementation allows for accelerated service delivery and addresses services backlogs (Khosa, 2003:5).

The study concluded that current policies developed in South Africa do not have any gaps, and as a result, what needs to be done is making sure that there is relevant and adequate capacity, and conducive environment for policy implementation. According to Ntsime (2002:106), the present government has sufficiently developed policy guidelines for the delivery of water services. This is corroborated by the findings of this study.

5.2.2 Capacity to Provide Water

The findings show that the Mopani District Municipality does not have relevant skilled personnel to carry out tasks of water provision within their area of jurisdiction. The district municipality was aware of the skills gap, but the challenge was inadequate budget to develop the skills needed through a staff development programme. Another challenge was recruitment of appropriate skills since the municipality did not have a budget to attract such technical skills. This can be seen in the fact that there was no engineer appointed in the district with a responsibility to provide water to the population of 1 224 873, residing in 348 villages. This situation compromises service delivery.

The findings indicate that the Makosha Village had four street taps, which were not adequate to provide water to the whole community. There was a technical problem in terms of connections between the reservoir and the elevated tank, which caused water not to fill the reservoir and so the elevated tank was not able to provide water to the community.

The findings show that the municipality did not have appropriately technically skilled personnel to oversee the planning and implementation of the water project at Makosha; i.e., the post of an engineer remained vacant. Other factors which contribute to the municipality's lack of capacity to provide water are inadequate infrastructure and insufficient budget.

From the research conducted, it has been found that the Mopani District Municipality did not have human capacity with technical skills in water provision. With two (2) technical assistants appointed for the whole district, the number of the personnel appointed did not match the responsibilities allocated.

The findings show that over and above the existing technical challenges, the illegal connections aggravate the problem by making the water pressure low, preventing water from filling the reservoir.

5.2.3 The right to water

There were disparities in accessing water at Makosha as there were differences on how the community accesses water. The findings indicate that the right to the provision of water to Makosha Village and to other surrounding villages has been violated because water was not always available. They received water below the minimum quantity stipulated, which means that each person accesses less than 25 litres daily; travels more than 200 meters to fetch water, and water at Makosha is available less than 96% of the time. Data indicate that water used was only from taps installed by the homeland government. Due to the disparity in the access to water, cost recovery was not implemented. There were bad feelings between communities, and a feeling of unfair treatment. The disparity in accessing water at Makosha violates the Constitution of the Republic of South Africa, which indicates that there needs to be universal access to this service. This problem creates a feeling that the government does not care equitably about the welfare of its people. In parts where there is total access to water, it is sold to those who do not have access at all.

5.2.4 Public Participation

This research has established that the major challenges that are faced by the community of Makosha are water scarcity and illegal connection.

Findings indicated that public participation in Makosha Village does not happen as required by the Local Government: Municipal Systems Act, (Act 32 of 2000). Public

participation has a direct influence on service delivery. The findings indicate that Mopani District Municipality acknowledged the gap that existed in terms of public participation within its areas of jurisdiction; hence they clustered wards in order to strengthen Public Participation. It has also emerged that few ward committees were functional within Limpopo Province and that there was no ward committee which is functional at the Makosha Village.

The findings include the fact that there were illegal connections, which contributed significantly to water shortage at Makosha. Findings indicate that there was poor communication between the community and the municipality. The municipality does not provide a good environment in which to communicate with the Makosha community about the needs; as a result, the water problem at Makosha has remained unresolved for some time.

The findings demonstrate that there are no mechanisms for community participation in service delivery at the Mopani District Municipality because Makosha residents do not have knowledge of what is happening or planned for in their community.

5.2.5 Planning

The findings indicate that planning in the Mopani district municipality is not done properly as requested by the Local Government: Municipal Systems Act, which requires that planning should be done involving the public. It became evident that public participation was just not happening.

It also emerged from the findings that the WSDP of Mopani District Municipality was not actually used as a planning tool. It was developed in 2006, and has not been updated since then. It can be argued that the WSDP of Mopani District Municipality does not give a true reflection of the status of water services and is not helping to assist planning within the district.

It emerged that planning for water at Makosha does not involve the existing water committee in the identification and prioritisation of services that need to be improved. The planning phase of Mopani District Municipality is not done properly. This can be seen by the fact that the elevated tank and village water reticulations were done two years ago, and the stand taps installed continued to be without water. There is no evidence to show that something was planned in order to deal with the challenge.

It is concluded that the planning tools for water management as stated in the Water Services Act (WSA) and the Local Government: Municipal Systems Act; i.e., the Water Service Development plan (WSDP) and the Integrated Development Plan (IDP) are not utilised to assist in the planning process. It has been identified in the previous chapter that the two planning tools were there for compliance to legislation and not for the assistance of the municipality to plan. (Du Plessis 2007:26).

The Integrated Development Plan (IDP), which is the contract between a municipality and communities, is not used to inform planning for water. There were no water projects planned for Makosha community in the Integrated Development Plan (IDP) for 2006-2011 due to non-utilisation of the planning tools designed to facilitate the provision of water.

5.2.6 Monitoring and Evaluation

It emerged that monitoring and evaluation is not properly conducted in the Mopani District. This is reflected in the provision of a budget to construct an elevated tank and install standpipes, which had stood dry since 2006. If there was proper monitoring and evaluation done by the municipality, proper planning would have been done to make sure that the community would get a return on their investment, by benefiting from the project. The findings indicate that financial resources were wasted since the projects did not have any impact.

In terms of: *The White Paper on Transforming Public Service Delivery of 1997*, what has been done did not give value for money, since it did not promote effective, efficient

and sustainable water provision. Lack of proper monitoring and evaluation hinders the municipality in its access to accurate information on progress made in addressing the existing gaps.

5.3 Recommendations

Based on the research findings and conclusions, the following recommendations are proposed:-

5.3.1 Improve Policy Implementation

The provision of water in South Africa needs to be guided by the various legislative frameworks, which have been put in place. Proper implementation of policies and legislative frameworks for the provision of water will help to accelerate service delivery.

5.3.2 Improve Planning in Municipalities

The Mopani District Municipality needs to use the Water Service Delivery Plan (WSDP) as a guiding document for future planning in water provision within its area of operation. It is advisable for the WSDP to be updated regularly on progress made, with regard to the new challenges that may emerge, and the existing backlogs. This will assist the planning process of the municipality because it can then base its deliberations on accurate information, which is a true reflection of the status quo.

The Integrated Development Plan (IDP) needs to be used to assist the municipality to facilitate the analysis of the level of water provision in the district, and to devise strategies to deal with the existing challenges and to identify appropriate projects for future implementation.

It is recommended that the IDP review process as indicated in the Local Government: Municipal Systems Act of 2000 to be followed. This will assist in the planning process of Mopani District Municipality.

5.3.3 Improve Public Participation

The Municipality should establish mechanisms that formally focus on involving local communities in strategic matters, thus empowering communities and developing a culture of community participation. The findings show that there is a need for the Mopani District Municipality to vigorously promote the culture of community participation where communities are involved in all municipal activities. This research offers a recommendation that a formal structure or committee should be formed whereby local communities participate in strategic matters such as planning, decision-making and problem-solving activities.

It is recommended that water services and local government sectors should create public participation as a way of life in the activities of the municipality so that participation becomes an important part of the planning process. The water sector should strive for a strong relationship between state and civil society in the definition of priorities, objectives and strategies for development. It is advisable that public participation be adopted holistically as government policy concerning service delivery. The initiative taken by the municipality of clustering of wards should continue to improve public participation within the Mopani district municipality.

5.3.4 Conduct Proper Monitoring and Evaluation

It is advisable that Monitoring and Evaluation form an integral part of project implementation to determine the impact. This will assist in the identification of challenges and will allow for appropriate intervention.

Poor monitoring and evaluation hinder the municipality's access to accurate information on the progress made to address the existing gaps. It is recommended that the Water Service Development Plan (WSDP) be updated regularly through recording the progress made and also through noting the new challenges, which emerge for addressing the existing backlogs. The impact of existing gaps in all projects should be properly identified to influence future planning in the municipality.

5.3.5 Improve Capacity to Provide Water

The findings indicate that there are plans for the Mopani district municipality to form a Water Utility in order to improve its capacity to provide water to all citizens of the district. It is recommended that the district continue with this plan in order to improve human and financial resources.

Forming a Water Utility will assist the municipality to have skilled personnel and also to have enough financial resources for infrastructural development. It will also make it possible for preventing illegal connections and be able to implement cost recovery since all citizens will have basic water supply.

5.4 Lessons Learned

5.4.1 The legislative frameworks of South Africa are good; the gap, which exists, is in their implementation;

5.4.2 Public Participation must be an integral part of planning of any development in communities;

5.4.3 Human and institutional capacity is of utmost importance in service delivery;

5.4.4 Monitoring and Evaluation is an integral part of programme and project implementation; and

5.4.5 Planning for water provision and the use of planning tools; i.e., IDP and WSDP is essential.

5.5 Recommendations for further Research

In the light of other major challenges that have not been given full attention in this research report, the following recommendations for further studies are presented:

- Investigate how inadequate infrastructure affects the provision of water services in municipalities; and
- Investigate in depth the IDP Review process in local and district municipalities with regard to water service provision.

5.6 Implications of Project Leadership

The conclusion raises key issues in project leadership, which have implications for policy implementation. In 1994 when the new government came into place, various policies were developed to ensure that they impact positively on the poor. Government and implementation agencies were expected to prioritize this at a higher level. However, it has emerged that the poor are not benefiting from these policies.

All policies developed after the 1994 election set broad strategic objectives and also describe specific outcomes and deliverable. These policies are implemented through programmes and projects. The importance of project leadership cannot be ignored during the implementation of programmes and projects. For a project to be successfully implemented, there needs to be a good project manager or leader. Project leadership requires one to have both the management and leadership skills, to be able to manage the project data and the project team members. Without a project leader, the implementation of any project will fail.

Policy implementation is crucial and needs to take into consideration the goals of the policy, the institution which has a responsibility to implement it, the commitment of those entrusted with the responsibility to implement, the administrative capacity of implementers, and the support of the clients who benefit from the policy implemented. Policy implementation can be seen as a policy-action continuum which takes place at a specific moment in time and results in an interaction and consultation between three main groups of participants; i.e., the politicians, officials, and the inhabitants of a community.

During the implementation of policies, it is crucial to focus on quantitative achievement to analyse processes involved in implementing such policies. This will assist in finding out whether these policies can be implemented or not. With all policies targeting to improve the lives of the poor, the poor are expected to pay for the service they receive from government, which the rural communities are not happy about.

For proper policy implementation, there is a need for the creation of a conducive environment for effective citizen participation. In South Africa, even though policies allows for public participation, it is not being implemented like it is supposed to. This is seen where all over the country, there are public protests for poor service delivery. There is a need for capacity development in all the three levels of government. Properly qualified personnel and in particular, project managers, should be appointed to drive the process of service provision.

5.7 Conclusion

In conclusion, based on the findings of this study, it is of importance for municipalities to implement the various policy frameworks as developed by government for service delivery in municipalities. Proper and accurate implementation of the policy frameworks will make it possible to provide proper services to the people who need it most; i.e., the rural poor.

The use of the IDP and the WSDP as planning tools for water provision remains very important. There is a need for municipalities to provide good leadership in the planning and implementation of programmes and projects for service delivery. The involvement of civil society in any planning and implementation process by municipalities needs to be a way of life. Civil society has a critical role in coming with innovative ways to deal with the existing challenges in their community. The municipality, on the other hand, has a responsibility to create a conducive environment for all stakeholders to participate because water is everyone's basic service needed.

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APPENDIX A

INTERVIEW QUESTIONS

TOPIC: Policy, Planning and Provision: A case study of water in the Limpopo Province

The questions to be used in the focus group and the individual interviews are as indicated below:-

1. How would you describe the water services in your community?
2. Who are other partners in the water provision in your area?
3. Describe the role of the water committee.
4. How is planning for water provision done?
5. What influence do water policies have in the planning of water provision?
6. Who are the partners involved in planning for water provision?
7. What is the role of the partners in the planning and provision of water?
8. What are the challenges experienced by the committee in the planning process of water provision?
9. How does the District Municipality as a Water Service Authority Plan the provision of water to its communities?
10. How does the District Municipality involve the clients/beneficiaries in the planning process?

APPENDIX B

POSTNET SUITE 79
P.O.BOX 5981
POLOKWANE NORTH
0749

DATE: 02 JUNE 2008

THE MUNICIPAL MANAGER
MOPANI DISTRICT MUNICIPALITY
PRIVATE BAG 9687
GIYANI
0826

**SUBJECT: APPLICATION FOR PERMISSION TO CONDUCT RESEARCH
WITHIN YOUR MUNICIPAL AREA OF OPERATION**

1. I Charlotte T Mdanisi, a Masters of Commerce student in the University of Kwa - Zulu Natal School of Leadership; hereby apply for permission to conduct research within your municipal area of jurisdiction during 2008 academic year.
2. The topic of my intended study is as follows:-

Policy, Planning and Provision: A case study of water in the Limpopo Province
3. As your municipality is a Water Service Authority (WSA), providing water to the rural communities, identified it as suitable to conduct my study.
4. Your positive response in this regard will be highly appreciated.

Yours Faithfully,

.....
MDANISI C.T.

APPENDIX C

P.O.BOX 78
GIYANI
0826

09 SEPTEMBER 2008

THE SECRETARY
HATSHAMA PRIMARY SCHOOL
MAKOSHA VILLAGE
GIYANI
0826

SUBJECT: REQUEST FOR A VENUE

1. This serves to request for a venue to hold a meeting with the Makosha water committee, as follows:-

Date: 09 September 2008

Time: 17H00

2. The meeting is aimed at gathering information on the water provision challenges faced by the community of Makosha village.
3. The information will be used to understand the situation and challenges that exist and be able to come up with proper and relevant interventions to deal with them.
4. Your positive response is always highly appreciated.

MDANISI C.T. (MS)
082 308 3751

RESEARCH OFFICE (GOVAN MBEKI CENTRE)
WESTVILLE CAMPUS
TELEPHONE NO.: 031 – 2603587
EMAIL : sshrec@ukzn.ac.za



27 JANUARY 2010

MS. CT MDANISI (206525365)
LEADERSHIP CENTRE

Dear Ms. Mdanisi.

PROTOCOL REFERENCE NUMBER: HSS/0398/08M
NEW PROJECT TITLE" POLICY, PLANNING AND PROVISION; A CASE STUDY OF WATER
IN THE LIMPOPO PROVINCE"

APPROVAL AND CHANGE OF DISSERTATION TITLE

I wish to confirm that ethical clearance has been approved for a change of dissertation:

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach/Methods must be reviewed and approved through an amendment /modification prior to its implementation. Please quote the above reference number for all queries relating to this study.

PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

Best wishes for the successful completion of your research protocol.

Yours faithfully

.....
PROFESSOR STEVEN COLLINGS (CHAIR)
HUMANITIES & SOCIAL SCIENCES ETHICS COMMITTEE

cc. Supervisor (Mr. S Hardman)
cc. Mrs. C Haddon