

**CAPACITY BUILDING NEEDS OF RURAL MUNICIPALITIES IN
THE MANAGEMENT OF WATER AND SANITATION
SERVICES: CASE STUDIES FROM THE EASTERN CAPE**

Report to the Water Research Commission

by

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**WRC Report No : 991/1/03
ISBN No : 1-86845-916-0**

MARCH 2003

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This report emanates from a project financed by the Water Research Commission (WRC) and is approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the WRC or the members of the project steering committee, nor does mention of trade names or commercial products constitute endorsement or recommendation for use.

EXECUTIVE SUMMARY

This report emanates from the research funded by the Water Research Commission. The main aim of this research was to investigate the issues of capacity building and training for the District Councils (DCs) and Transitional Rural Councils (TRCs) needed to carry out their responsibilities of providing water services to their communities. The study was necessitated by the apparent and urgent need for water and sanitation service delivery to the local communities of Peddie district.

The original objectives of this research were to:

- Investigate the capacity building needs of DCs and TRCs in order to empower them to play a meaningful role in the management of community water supply and sanitation services.
- Develop and promote appropriate training and capacity building for community based development in water supply and sanitation in the target areas.
- Training of trainers in community capacity building in the water and sanitation sector, especially those who are officials in the DCs and TRCs.
- Examine and promote prospects for an integrated development approach for the water and sanitation programmes.
- Develop a model of management of water and sanitation services for rural communities.

The project steering committee recommended that the third and fourth objectives be combined into a single objective, namely, to review the existing training modules used for the DCs and TRCs. The fifth objective was not addressed because the steering committee felt that the project team did not have the capacity to develop a management model for water and sanitation services.

Semi-structured interviews were conducted with two DCs, four TRCs and other key stakeholders in the water and sanitation sector within the Peddie District.

Conclusions

- The results showed that the question of capacity involves issues of staffing, equipment and training. It also became clear that the majority of the TRC members were not familiar with the basic document such as the Water Services Act 108 of 1997 which spells out their responsibilities as Councilors

- Evaluation of training materials used to build the capacity of municipality officials and Councilors showed that the content was in line with DWAF guidelines on capacity building and training, it addressed the following areas:
 - Institutional Building
 - Local organisation structures
 - Awareness creation
 - Project Planning
 - Developing a business plan
 - Project Management
 - Community participation

- According to the TRCs, the training was not done satisfactorily because the duration of the training was too short to enable the participants to comprehend and assimilate the "thick" voluminous training modules.
- Use of indigenous language was ignored in most training workshops.
- There was no involvement of women in most training programmes, i.e. DWAF quota of 30% women participation was ignored.
- The training courses only addressed water supply aspects; no sanitation was included in the course materials. It was argued that sanitation was a low priority for most rural communities.

Recommendations

- TRCs must carry out training needs analysis to identify areas where training is required according to job specifications.

- Use of local indigenous language in training workshops should be encouraged.
- Participatory methodologies should be used because they are more suitable for adult learners.
- Tertiary institutions should be used to provide training for municipalities; these institutions can provide the municipality officials with opportunities for continuous learning and also provide post-training mentoring for learners.

ACKNOWLEDGEMENTS

The research in this report emanated from a project funded by the Water Research Commission entitled:

CAPACITY BUILDING AND TRAINING NEEDS OF DISTRICT COUNCILS AND TRANSITIONAL RURAL COUNCILS ON THE MANAGEMENT OF COMMUNITY WATER SUPPLY AND SANITATION PROJECTS IN THE EASTERN CAPE PROVINCE.

The Steering Committee responsible for this project consisted of the following people:

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| Mr J Bhagwan | Water Research Commission |
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We wish to thank the WRC for funding and the contribution of the steering committee is acknowledged.

We also would like to extend our gratitude to the following:

- The Department of Water Affairs and Forestry, KWT
- The Department of Housing and Local Government, Bisho
- Peddie, Fort Beaufort, Queenstown, & Whittlesea TRC's
- Amatola District Council
- Stormberg District Council
- Khula Development Facilitators, E L
- Limakhozi Development Agency, E L
- Rural Support Services, E.L
- AFESIS – Corplan
- The Mvula Trust, E.L
- Municipal Mentoring Projects, Bisho
- SALGA, E.L
- Uitenhage Municipality
- The Mvula Trust

ACRONYMS

- WSA The Water Services Act, (Act No 108, 1997)
- DWAF Department of Water Affairs and Forestry
- TrepC Transitional Representative Council
- TRC Transitional Rural Council
- TLC Transitional Local Council
- VWC Village Water Committee
- VWMC Village Water Management Committee
- PSC Project Steering Committee
- ADC Amatola District Council
- SDC Stormberg District Council
- WDC Western District Council
- KDC Kei District Council
- VPDC Vaal Post District Council
- WSSA Water Services of South Africa
- WCDC Wild Coast District Council
- CWSSS Community Water Supply and Sanitation Section
- DP /IDA Integrated Development Plan/Approach
- RDP Reconstruction and Development Programme
- FHIG Fort Hare Institute of Government
- ANC African National Congress
- NGO Non Governmental Organisation
- PHAST Participatory Hygiene and Sanitation Transformation
- KDF Khula Development Facilitator
- MMP Municipal Mentoring Projects
- SALGA South African Local Government Association
- WSDP Water Services Development Plan
- PWS Peddie Water Scheme
- PPP Private Public Partnership
- CMIP Consolidated Municipal Infrastructure Programme
- SMME Small Medium Micro Enterprise

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I. INTRODUCTION

In South Africa capacity building of local government is an important component of the policies and strategies of the Department of Water Affairs and Forestry (DWAF). It has, therefore, become the obligation of the state to create access to resources. Also, on the same note, there is great need for local government structures and people in community-based organizations and to take advantage of training and capacity building programmes available from various government departments, for maximum development opportunities in their communities.

The South African Constitution (1994) places the responsibility of delivery of service on local government as the sphere of government that interacts closely with communities, and is responsible for the services and infrastructure so essential for the well being of people. Local government is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability.

For the majority of the people in the rural areas taking responsibility for service delivery is a new experience and no formal institutions of local government have existed in the past. People are learning governance skills for the first time. There is a backlog of services in the areas that were disadvantaged in the past. The demand for adequate basic services by the ordinary citizens living in these areas is pressing and justifiable. A major problem exists, however, in that most local governments do not have resources or the capacity to deliver services to their people.

Before the 1994 elections, the role of DWAF was restricted to that of water resources management in the country. Water supply was the responsibility of local governments. DWAF was responsible for the establishment of Water Boards which, once established, generally functioned as autonomous bodies within their areas of activity.

1.1. Objectives of the Research Study

The original objectives of this research were to:

- Investigate the capacity building needs of DCs and TRCs in order to empower them to play a meaningful role in the management of community water supply and sanitation services.
- Develop and promote appropriate training and capacity building for community based development in water supply and sanitation in the target areas.
- Training of trainers in community capacity building in the water and sanitation sector, especially those who are officials in the DC's and TRCs.
- Examine and promote prospects for an integrated development approach for the water and sanitation programmes.
- Develop a model of management of water and sanitation at local level for rural communities.

1.2. Methodology

The research investigation focused on the existing structures of local government, responsible for water and sanitation provision in the rural areas of the two districts in the Eastern Cape. Assessment of capacity building and the training needs was done through interviews and workshops. The semi-structured interviews were guided by a short questionnaire. Investigation involved the Amatola District Council (ADC) and the Stormberg District Council. (SDC) as well as four TRCs, the Peddie and the Fort Beaufort TRCs in the Amatola District and the Queenstown and Whittlesea TRCs in the Stormberg District.

A needs assessment workshop was held with the SDC and the report for the workshop was sent to them for validation. For the ADC needs assessment took the form of a semi-structured interview as well as using the results of a capacity building workshop that the ADC had had to discuss capacity building issues within the Council. Semi-structured interviews were held with the four TRCs.

Further investigation was held with other stakeholders involved in issues of capacity building and training for DCs and TRCs. These included DWAF, the Municipal mentoring Projects, South African Local Government Association, Khula Development Facilitators and Limakhozu Development Facilitators.

2. LITERATURE REVIEW

2.1. Policy Framework

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

According to the WSA a Water Service Authority may be a Water Service Provider. A Water Service Provider is defined as any person or institution who is responsible for providing water services to customers or to another water service institution. The activities of water service providers include governance, finance and administration, planning and operation of water services programmes and projects.

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

The national office of DWAF had no jurisdiction in the former homelands where most of the service backlogs developed over the years. After the elections in 1994, all the functions of the previous homeland governments relating to water and sanitation provision were transferred to the Department of Water Affairs and Forestry at the national level and the Community Water Supply and Sanitation Programme was established within the Department. In terms of the WSA of 1997 the responsibility for water and sanitation services delivery in the rural areas was given to District Councils (DCs) and Transitional Rural Councils (TRCs).

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

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

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

DCs have the power to establish control and maintain public services, sanitary and water services. They are required to regulate and inspect water supply and sanitation services. The functions of the DCs can be categorised into three groups. The relevant or related category to this study is that of provision of water and sanitation services.

TLCs and TRCs act as quality controllers of services provided and as watch-dog groups for rural people. The main functions of these bodies are to secure best services for the communities within their area of jurisdiction and to secure effective and affordable systems.

According to the Rural Development Strategy of the Government of National Unity (1995) the functions and roles of the primary local and district councils should include the following;

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

Further, District Councils should:

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

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

The challenge is to develop an institutional framework that allows for appropriate management, operational and maintenance structures at different levels from community to district council. Provincial governments have the responsibility of ensuring the proper establishment of local government within their provinces

2.2. The Concept of Capacity Building

Capacity Building, according to the Department of Water Affairs and Forestry Guidelines of 1997, refers to the strengthening of beneficiary and institutional ability to undertake tasks. In the context of community water supply and sanitation, capacity building includes:

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

Training should be seen as an integral component of capacity building. Local capacity building and training should be undertaken as part of any project or programme to ensure that the ownership of the project lies at the local level.

According to Rossouw and Crous (WRC Report 1999), Capacity building is the process of water systems acquiring and maintaining adequate technical, managerial, and financial capabilities to enable individuals to consistently be provided with safe water for human consumption. Capacity building in a broad sense involves all the partners, be they from public and private sector or non-governmental organisations participating in the development process.

Rossouw and Crous (1999) define capacity as follows:

- Technical capacity refers to the ability of personnel to adequately operate and maintain the system and to implement requisite technical knowledge.
- Managerial capacity refers to the systems institutional and administrative capabilities and an ability of a water system to conduct its affairs in a manner enabling the system to achieve and maintain compliance with set requirements.
- Financial capacity is a water system's ability to acquire and manage sufficient resources.

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

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

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

Version 2 of the guidelines of 1997 spells out clearly that for local government to be successful, capacity building and training has to be well planned, targeted, carried through over a period of time and applied to the work or the community situation.

2.3. Case Studies

2.3.1. Local Government in Kenya

Oyigu (1978) states that if a local authority is to succeed in carrying out its functions, the functions themselves must be capable of being performed at a local level and closely defined. Another important factor, Oyigu points out, is the nature of the individual, national, and political system in place.

According to the African District Council Ordinance (ADC), 1950, of Kenya the most important development functions of the local council is water supply, sanitary services, housing, health, primary education and veterinary services.

Relating the Kenyan experience Oyigu points out that the problems of non-delivery by local government differed from place to place. Among these were non-payment of rates and lack of adequate resource base which resulted in the inability to perform and hence the worsening of the financial position of the local government structures. As a result of this a system of shared functions between central government and local government was adopted. The central government was therefore as much to blame when things went wrong in the provision of services. It became apparent that local authorities could not provide the services required of them without the strong participation of central government. Without a sustainable resource base it became increasingly difficult for local government officials in Kenya to justify their existence without meeting the needs of a satisfactory service.

2.3.2. Local Government in Nigeria

Narayan (1993) argues that self-reliance cannot be achieved without human development. Individuals must have the self-confidence and competence to undertake the task expected of them. Confidence and competence increase when people gain experience in organisations and management and acquire new knowledge. The main difficulty, as viewed by Narayan, is how to evaluate changes of such abilities and capabilities.

Narayan bases his argument on the Nigerian experience where workshop results indicated that in cases where there are no resources to enable delivery there is often a sense of lack of ownership. According to Narayan while the project which was evaluated in the workshop was trying to support greater autonomy on the part of local government in the planning and implementation of rural water and sanitation system programs, in effect the main decision regarding the disbursement of funds for capital costs were not determined locally and therefore had unintended effects of reducing the sense of ownership and control over the project by the local government administration.

Similarly, while the project strove to encourage community participation and self-determination, the schedule of project activities was also beyond the control of the communities. Although this situation was a disincentive for more committed local government the need to account and achieve construction made it difficult for project management to contemplate an alternative approach

2.3.3. Local Government in Uganda

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

The responsibilities entailed taking a leading role in administrative and financial decision-making, mobilising resources, being given power to lay off incompetent staff inherited from the central government and to replace them with more competent ones.

The main challenges which were faced by these institutions included limited resources which is the most significant handicap facing all local government councils, lack of experience resulting from the problem of being more profound in the lower tiers of local government, that is, villages, parishes and sub-counties than at the district level, poor infrastructure due to a long period of civil strife, wars and severe economic mismanagement of the past.

The view is that these handicaps could be overcome by calling for a combined intervention from the central government, local government bodies themselves and the donor community.

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

3. RESEARCH FINDINGS

3.1. The Queenstown TRC

There were 10 members that constituted the Queenstown TRC including the administrator and caretaker. The portfolios ranged from the chairperson, deputy chairperson and additional members. Each member represented a cluster of villages. The council had one member who represented them on the District Council.

The TRC perceived their function to be the provision of water services, which entailed ensuring clean water supply, maintenance of infrastructure and introducing payments of tariffs to the community and also fund raising. They were expected to ensure the proper running of water and sanitation projects and to manage infrastructure after a project was completed. There were water committees and water service providers who did the actual management of the scheme. These structures were trained on technical skills so as to operate and maintain the scheme. The TRC was also performing a mediation function whenever there was conflict that needed to be resolved amongst the community members.

In order to prepare the TRCs for their positions, a one-day workshop was arranged to train them on the Water Services Act (WSA). They, however, claimed that they benefited nothing from the workshop because they felt that everything was too advanced and incomprehensible for them. The chairperson and the administrator received training on Local Government Management, which comprised courses on budgeting, tax laws and computer literacy. Other members of the council never received any training in management of water supply and sanitation or in any area of management. Although the TRC had been allocated funding for training of councilors they applied to the DC to send councilors for training but the application was unsuccessful. The TRC emphasized that they needed training because they could not, for instance, differentiate between a social consultant and an engineering consultant and they could not draw a business plan. The Department of Labour and the Border Rural Committee provided Technical training on operation and repair of water and sanitation infrastructure was provided to members of the community by

The skills identified as crucial were financial management, secretarial skills, business planning and conflict resolution. Secretarial skills are considered important

in the light of the fact that while the TRC had a representative on the DC, they never received reports because of the lack of report writing skills.

The TRC had problems with the implementation of the sanitation system because of the inadequate government subsidy of R600 per household. The total cost of installing each pit-latrine was R2000 and the TRC was expected to settle the difference of R1 400, which they could not afford. Very few people could pay for services. For instance in Merinowalk village which had a population of about 600 people only 11 people were prepared to pay for sanitation services. The TRC were preparing to write a memo to the DC.

3.2. The Peddie TRC

There were 12 members that constituted the Peddie TRC, including the administrator. The portfolios ranged from the chairperson, deputy chairperson, chief whip and additional members (councilors). Two councilors represented the council at the district level. Initially the council was set up in such a manner that each councilor was deployed to more than one village but that strategy failed because some of the councilors were committed with their everyday jobs. As a result these councilors could not perform their council duties in areas of their jurisdiction. This led to a decision that the council as a whole would be responsible for each and every village in Peddie.

Delegates from different political organisations constituted the TRC. It was the responsibility of each and every political organisation represented in the council to ensure that their representative carried out council duties.

The TRC claimed that they were not acquainted with the Water Service Act (WSA) and that they were not clear of their role in relation to the Act. However, they perceived as one of their functions to monitor water projects and to ensure that all water structures that were put in place were delivering, for instance, they had to make sure that the Water Service Provider was maintaining schemes properly. They were also expected to guide the community in making decisions on affordable and appropriate technology options.

Only one council member attended a training workshop which, according to him, was a failure because of inadequate time allocated to the training and a huge amount of work which had to be covered in the five days of training. The training provided did

not suffice to instill the necessary skills to trainees. In addition, the trainees were given thick documents to read which they found impossible to complete within five days. At the completion of the training course there was no assessment done to evaluate whether the participants had grasped the contents of the training course or whether they had acquired the skills needed.

They felt that they were unable to manage the water supply scheme in an efficient manner. The reason attributed to this was that they did not control the funds and that the funds were administered at the district level; as a result their work was delayed at times because of claims that took too long to be processed. They also indicated that while they, in theory, were supposed to be involved in management of water schemes, individuals or a group of people were trained to be water services providers (WSP) by The Mvula Trust. These people were trained on technical skills such as greasing, repairing, operating and other traits.

The Mvula Trust visited the WSPs on a monthly basis to evaluate their work and to give them support when necessary. The maintenance of water infrastructure was done by community members who were trained in basic O & M skills such as routine repairs of water supply infrastructure. There were four village water committees in the four villages where the water project was operating. These served as communication structures between the TRC and the communities.

The Peddie TRC identified their training needs as report writing, negotiation skills, team building, conflict resolution, basic project management, budgeting, local economic development, ethics, transparency & accountability, code of conduct, community liaison, communication and public speaking, policy formulation, human resources management and integrated development planning.

Only four villages were using a prepaid card system to get water. These cards were sold for R10.00 before the scheme was implemented but not all households bought the cards at that time because there were uncertainties as to the reason why they had to pay to access water. After the TRC conducted workshops to clarify the need to pay for services, those who resisted buying cards before began to do so even though at this time cards were sold for R30.00. The TRC did not provide any sanitation services. These were not part of their projects. Some households used unimproved pit toilets, these were built without government subsidy. Other households lacked access to sanitation facilities.

3.3. The Fort Beaufort TRC

The TRC had eight members including the administrator. The portfolios ranged from the chairperson, the deputy chairperson and the councilors. The councilors were appointed by political organisations and were each allocated a number of villages to represent.

The TRC members were confident that they had a clear understanding of the Water Services Act and its provisions. Their responsibilities included planning, looking for funding for projects, and implementation and management of the projects after implementation. In cases where the function required a higher competency level they would seek the assistance of the District Council. They prepared their own business plans for fundraising purposes.

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

One member of the TRC received training in conflict resolution. This entailed identification of problem and offering ways to try and resolve those particular problems. The training helped them in the management of water schemes helped them reach their goals of delivering services to the people.

There was also training done at community level by an NGO called Help Underdeveloped Communities (HUDEC) on how to operate water schemes. Other non-governmental organisations included UMAC hired by Amatola District Council to do further training to community Project Steering Committees on how to operate water schemes. The skills that communities acquired in training included repairing, operating and maintaining the machine used in the schemes, that is, repairing broken taps, fastening bolts and greasing the machines. They identified their other training

needs as for further training in project management, conflict resolution, business plan writing and financial management.

According to the TRC the community at grassroots level participated in almost all the processes and stages of projects or schemes. They believe that it is procedural that communities should be involved at the very onset, that is, on needs assessment, planning & implementation. This was done through a continuous process done in two ways, by the TRC calling all representatives from different villages to discuss issues relating to water and sanitation, and councilors going to their designated villages to find out what progress or problems were being experienced.

3.4. The Whittlesea TRC

The council comprised eleven members from different political organisations including the administrator. The portfolios ranged from Chairperson, Deputy chairperson and additional members. Councilors were deployed to a group of three to four villages with the exception of one councilor who was deployed to 5 villages. The Whittlesea TRC office looked well organised and well furnished. It was indicated that office equipment was purchased using funds allocated to the council by the national government.

The TRC perceived their role as designated by WSA entailing the provision of water services to the community as well as the maintenance of water supply and sanitation infrastructure. This was done through water committees that were formed at the community level. Their duty was to ensure the well being of schemes by communicating with both the TRC and the community.

The TRC reported to the District Council which was responsible for financial management. They were provided with monthly financial statements, these statements reflected the status of the funds. They had one councilor representing them at the district level, he reported back to the TRC by means of written reports.

Whittlesea villages use communal stand-taps that are of RDP standards and they pay no tariffs for the service. The council was of the view that if there were tariffs to be paid for water supply the community would be consulted to discuss the rate to be paid through the guidance of the TRC.

Some members of the community received training on operation and maintenance of the water supply infrastructure and the TRC was satisfied that they were doing their job properly. There were no sanitation projects for the villages. Sanitation was perceived as an individual family responsibility even though there were no proper sanitation facilities in the villages.

The Council attended a 5-day training course provided by the Department of Water Affairs and Forestry on conflict resolution skills, operation and maintenance, management skills and budgeting. They felt confident that they benefited from the training because they knew how to draw the budget for funding and that they were able to mediate when there was a conflict in the community. They, however, felt that the training was not thoroughly done because the time for which it was allocated was very short. According to them they needed thorough training on the same issues and that adequate time should be allocated for them to have a chance to master the skills. They identified further training needs as conflict resolution, operation and maintenance, management skills, budgeting and community involvement.

The council felt confident that the community was always informed about the activities of the council because they were often consulted before any decisions on water issues could be made. This was done through the assistance of the Project steering Committee and Water Committees which organised mass meetings whenever the council needed to address the community.

3.5. Analysis of the Four TRCs

Table

| | FORT BEAUFORT | PEDDIE | QUEENSTOWN | WHITTLESEA |
|--------------------------------|--|---|--|---|
| Understanding of duties | (Clear) Planning, Fund raising, Supervision of projects | (Not clear) Supervision of projects, Conflict resolution, Ensure that community structures are delivering. | Water supply, Maintenance of infrastructure, Collection of tariffs, Conflict resolution. | Provision of water, Maintenance of infrastructure. |
| Training received | Project management, | (Not clear) | Budgeting, Tax laws, computer | Conflict resolution, |

| | | | | |
|----------------------|--|---|---|--|
| | Business plan writing, Conflict resolution | | skills. | Budgeting, |
| Skills needed | Project management' Conflict resolution, Business plan writing | Management, Report writing, Project management, Ethics, Communication skills, Community liaising, Human resource management, Integrated dev. Planning, policy development, Transparency & accountability. | Business planning, Conflict resolution, Report writing. | Conflict resolution, Budgeting, Community liaison, Operation and management. |

The four TRCs seemed to have basically common experiences as far as capacity for the management of the service was concerned. Basically all of them understood their responsibilities as the provision of service (in this case water) and leadership in different issues that affect the communities. However, the TRCs seemed to be at different levels of capacity in providing services in their respective areas. All of them had members who had undergone training in different areas of local government management. All the councils identified the following short-comings in the training courses:

- The time allocated for training was inadequate;
- They were given huge amounts of material to read for which they did not have enough time to absorb;
- No evaluation was done at the end the training to assess their understanding;
- The things which were taught were too advanced for them;
- They still felt they were not acquainted with the WSA;
- Still lack skills to write reports;
- In some cases only one member of the council has been trained;

The results of inadequate training have meant that members of the TRCs who represented them on the DCs could not present written reports on the deliberations of the meetings due to lack of report writing skills. This lack of writing skills has

implications on the ability of the TRCs to raise necessary funding as this requires and understanding of how to write a business plan and to draw a budget. The TRCs remained vague on what they were expected to do in terms of local government management due to lack of understanding of the WSA. This lack of understanding of the basics of local government management meant that the TRCs were under-performing in their duties.

While these comments indicate the level of dissatisfaction with the training, some of the TRCs had a few positive things to say. For instance in Fort Beaufort the TRC felt confident that they were able to write their own business plans and to raise necessary funding for projects. There is a way in which Fort Beaufort shows uniqueness in terms achieving expected results of service. They had more funded projects and were able to mobilize the communities on a larger scale. They were more exposed to training than the other three counterparts. They first got training from HUDEC on operations and maintenance and received further training from HUMAC on the same thing. For management capacity they also received training from AFESIS CORPLAN and from the School of Public Administration and Management of University of Port Elizabeth. Also the TRC could access assistance from the ADC when they were in need hence the ability to meet their own needs. In addition the TRC had a plumber and a technician who were full staff members of the council.

The same enthusiasm was shared by the Whittlesea TRC who felt confident about the training they received and indicated that they were familiar with the stipulations of the WSA. They could develop their own business plans for funding. The members felt that it was through the skills they received from their training that they were able to mediate in the communities whenever the need arose. The Whittlesea TRC looked well organized with a well-equipped office. They utilized their access in the SDC to obtain resources to equip the office and to receive training. However, they had few development projects on the ground.

On the other hand the Queenstown TRC looked the most deprived in terms of training, access to resources and number of projects.

The lack of skills have had the following consequences:

- The TRC could not handle its own finances.

- Could not successfully apply for funds because they lacked skills for writing a business plan, which is a major consideration by funding institutions when applying for funds.
- Could not write reports as a result of lack of reporting skills. This is a serious problem in terms of capacity.
- Could not resolve conflicts in an amicable way because solving problems in communities required a degree of professionalism, notwithstanding, the fact that communities have their way of resolving problems;
- The TRC could not maintain the infrastructure of the scheme. The factors attributed to this are lack of proper management systems and no cost recovery mechanisms.

In terms of payment of services, Fort Beaufort and Peddie TRCs under the ADC use communal stand taps with a pre-paid metering system while Queenstown and Whittlesea under the SDC do not pay for their services. These disparities are due to the fact that the Queenstown and Whittlesea projects fall under the RDP water projects of pre 1997. In 1997 a new approach in service delivery called "user fee system" was introduced by DWAF under the Build, Operate, Train and Transfer (BOTT) approach where consumers are expected to contribute towards the maintenance of service provision.

This has left communities confused because the Peddie communities did not understand why they had to pay for water while Whittlesea and Queenstown were getting free water. Given this situation, however, the problems of maintenance of infrastructure in all the four areas are similar in that they emanate mostly from lack of human resources. In areas where the service is paid for, there are added problems of lack of proper billing systems and correct revenue management procedures. At this point, the Matatiele district case study made a recommendation to enforce the policy of "no payment, no water services"; this would improve cost recovery dramatically in the long run.

With regards to sanitation, all four TRCs had no sanitation schemes because of financial problems. They all cited the same reason that the government subsidy was not enough. Others felt that they needed water more than toilets not being aware that sanitation is more than erecting pit latrines. This way of thinking could be attributed to the historical development of water and sanitation of the past policies of segregation. While the people lacked both water and sanitation services a premium was put more

on water than on sanitation as a basic necessity, therefore, creating an impression that water and sanitation were mutually exclusive and could be treated separately. It will take time and resources to change this mindset.

It was observed that the four TRCs had different levels of resource endowment as well as different levels of ability to access resources and information. At the district level the ADC was more endowed than the SDC. The ADC had more personnel with fairly equipped offices than the SDC. This could be attributed to the difference in resource base; the ADC's resource base was stronger than that of the SDC because of the stronger metropolitan areas of East London and King William's Town for the ADC while the SDC had only one metropolitan area, Queenstown.

Fort Beaufort and Peddie TRCs had more ongoing water projects than the Queenstown and Whittlesea TRCs. The Fort Beaufort TRC office lacked basic equipment such as a computer, fax and photocopier but they had more water and housing projects that had been successfully implemented and some were still in the pipeline. They had received training in areas in which the other TRCs had not been trained as indicated in the report above.

The Peddie TRC had the biggest modern water scheme which had three phases of implementation and a project steering committee representing different organizations with members who had been exposed to some training including experience in operating a big water scheme as well as organized and functioning village water committees. Both the Fort Beaufort and Peddie TRCs had modern communal tap systems.

3.6. The District Councils

3.6.1. The Stormberg DC

The SDC had emerged from the Stormberg Regional Services Council (RSC) and inherited assets, liabilities, staff and jurisdiction of the RSC. There was a large scale of under servicing within the SDC jurisdiction. The current boundaries of SDC overlapped with boundaries of some provincial government departments, which made co-ordination of some services difficult. The SDC carried out provincial government functions such as road maintenance, emergency services and

relationship with some provincial government departments, namely, Housing, Local Government and Public Works were strained by financial matters.

The responsibilities of the SDC included project management, financing service provision and over seeing of bulk service delivery in the district as well as supporting primary structures such as the TRCs and the WSPs.

The main constraints hindering the SDC from functioning effectively were as follows:

- Heavy work schedule which they could not manage;
- Only one qualified professional engineer responsible for the engineering matters of all projects in the district. As a result engineering consultancies had to be brought in to enhance performance in service delivery.
- Lack of office equipment and transport were crippling the functions of SDC.

- The sharing of the few available vehicles with the TRCs made it difficult to make important visits to villages to manage the implementation of projects.
- The organisational chart inherited from the Western District Council was not entirely appropriate to their operations. The SDC's operations and functional positions were quite different from those represented on the charts hence lack of clear and meaningful job descriptions.
- The budget allocated for the district council was inadequate and, therefore, affected the financing of some projects and the paying of salaries of staff.
- Lack of proper systems for budgeting, planning and prioritising of funds for its TRCs made it difficult to furnish the TRCs with monthly statements.
- The SDC relied mainly on consultancies to perform certain tasks on their behalf and this exercise did not benefit them as a district council in terms of acquiring skills. They were not able to sustain service delivery because consultants did not impart the necessary skills to them.

The SDC felt that the following stakeholders needed to play their role as follows:

- Department of Water Affairs and Forestry
For making policy and clear guidelines under which DCs could operate and to support local government to ensure sustainability of projects.

- Department of Health

To check on water quality and train communities on health and hygiene issues so as to apply the knowledge when water and sanitation facilities have are provided.

- **Department of Welfare and Population Development**

To research on social dynamics of communities where services are to be provided so as to ensure that those facilities are user-friendly and easily accessible to everyone in the community

- **Department of Public Works**

To ensure that communities have access to water and sanitation facilities by building roads.

- **Private sector**

It should be their duty to capacitate the district council and this aspect should be a contractual agreement between the local authorities and the private sector so as to ensure sustainability of projects.

- **Tertiary Institutions**

They must give support to local government by conducting research and providing a resources centre for information, and also to provide training to local authorities to enhance their effectiveness in service delivery.

- **Community**

Educating and training the communities to value their water and sanitation facilities, would instil in them the importance of looking after their infrastructure and develop a sense of ownership of infrastructure, thus ensuring proper operation and maintenance.

All the above stakeholders were seen to have the potential to play a crucial role in the planning and implementation of functions of the SDC. Their view was that the integrated development approach would contribute towards the sustainability of projects. Also that there was no point in giving people water and toilets if they were not educated and trained on how to keep the facilities clean to avoid health hazards. The need for government departments to work together in partnership was emphasised as an important strategy necessary for reducing costs.

3.6.2. The Amatola DC (ADC)

The ADC identified the following areas that hampered effective operation and maintenance:

- lack of adequate human resources,
- lack of management and budgeting skills,
- roll-over of unutilized funds as a result of the above.
- Lack of a capacity building programme.

The ADC, however, felt confident that:

- They were in touch with the communities on the ground.
- They were holding planning meetings with communities and they used a community service index to help identify levels of services to communities and progress.
- Capacity building programmes were offered by DWAF, and these had been included in their Water Services and Development Plan draft document for the next five years. The two areas identified were institutional development of the DC and the new municipalities established by the new demarcation process.; and physical infrastructure which involves the upgrading of certain schemes.
- In terms of integrated development planning, partnerships had been and were continuing being forged with stakeholders such as NGOs, other government departments, and the Housing and Local Government department and DWAF. The ADC wanted to work with NGOs in the area of identifying and meeting capacity building needs. This would help them to develop their own capacity training programme.
- A workshop was being planned with TRCs, TLCs, NGOs and other key stakeholders to discuss the issue of integrated development planning.

According to the ADC the reason why they paid more attention on water provision than sanitation was both historical and need driven. Communities wanted water and they (ADC) were satisfied that the communities had prioritised their needs. The western section of the ADC identified roads as a priority while in the central region ownership of land was seen as a priority. Sanitation on the other hand did not feature anywhere. However, the ADC believed that the issue of educating the communities about issues of water and sanitation was a solution to dislodge the boulder.

However, an analysis of the ADC workshop on Integrated Development Planning was more on describing existing development projects; their constraints, opportunities and the geographical location of the projects. There was not much on an operational framework for the building of an integrated development approach on existing problems. While the purpose of the workshop, as described, was to establish the key development issues and priority needs, not much of an integrated development approach was reflected in the workshop outcomes.

3.6.3. The Wildcoast DC

The WCDC report indicates that the economic realities of the Wild Coast negate the notion that income from water services delivery could provide council with additional income to pay for high administration costs. When deciding on a strategy for long term sustainable water services the study recommended that WCDC needed to consider minimal bureaucratic stratification and administration costs. The study urged for a commitment to progressive refurbishment of schemes that have fallen into disrepair. In the area of institutional arrangements the WCDC report stated that management arrangements were generally ad hoc and capacity had not been adequately developed at many of the RDP projects. All the projects with the exception of Masakole project were without mentorship or external monitoring and support.

On sanitation the report stated that sanitation for households meant much more than just building toilets. Sanitation improvement is a bigger process aimed at the individual, households and the community. The study further elaborates that sanitation must include health and hygiene education, as well as sustainable improved toilet facilities, water supply and methods of removal of dirty water and household refuse. The study viewed government's sanitation policy as being multi-sectoral in nature, incorporating the state departments of Water and Forestry, Health, Education, Environmental Affairs, Housing and Provincial and Local Government and that this showed an urgent need for an integrated approach in the water and sanitation services.

According to the study the Water Services Act defines "basic sanitation" as the prescribed minimum standard of services necessary for the safe, hygienic and the adequate collection, removal, disposal or purification of human excreta, domestic

waste water and sewerage from households, including informal households. Section 3 of the Act enshrines the right of access to basic sanitation and requires every water service institution to take the reasonable step to realise this right.

It is recommended by the study that the WCDC should develop capacity to provide sanitation promotion services to those communities where a basic level is not being provided.

3.7. Key Role Players in Capacity Building and Training of TRCs and DCs

The general views of the Municipal Mentoring Project and SALGA are that:

- Time and resources allocated for training are inadequate and therefore make follow-up difficult;
- Lack of an integrated approach in planning leads to high costs in time and money;
- Weak revenue bases for DCs inhibit effective management and monitoring and evaluation for projects;
- Lack of human resources, monitoring and evaluation skills and managerial know how in water control make good projects to fail;
- The absence of audits to check capacity needs and infrastructure frustrate good efforts.

3.7.1. The Municipal Mentoring Project

The Municipal Mentoring Project believed that DCs needed:

- 6 town planners for each district council to deal with rezoning, land survey, further development, housing development, and economic development.
- Twelve mentors each looking after 5 to 6 towns, responsible for training.
- A monitoring and evaluation mechanism to measure all functions of the town, how each town is performing in water supply, water quality and standard as well as the state of sanitation.
- Suitable personnel
- Determination of conjunctions – the responsibilities and duties of DC's.
- Determination of the level of service to be provided.
- Once the above have been done, put in place specific objectives as far as the following are concerned: Capital expenditure; Maintenance and operations.

- Once these are done a skills audit of the people involved:
 - Determine according to the skills audit training needs and their nature.
 - Look at the organisation structure – what they need to do with those functions and assist them to get those people.

According to the MMP the following will need to be done:

- Determine the level of service to be provided in each area.
- Allocate responsibilities in terms of areas to be served.
- Determine organisational structure in terms what is required to provide water supply.
- Have a skills audit to determine skills needs.
- Reorganisation of the governance structure .
- Put in place operating and maintenance procedures in terms of responsibilities, processes, costs, performance standards and measurement tools.

3.7.2. The South African Local Government Association (SALGA)

The South African Local Government Association (SALGA) was of the view that:

- SDC would need to integrate their economic activities/needs within the Integrated Development Plan (IDP). For instance, SDC should not stress tourism more than agriculture. The reason being that that tourism would yield maximum potential benefits from the natural resources – agriculture had more potential in SDC than tourism. On the other hand, in ADC one can actually stress tourism because of the geographical location. This would help the area to realise its maximum economic returns from their resources.

According to SALGA there was a need to identify the needs of the DCs. The DCs should share infrastructure among themselves and other stakeholders, such as, engineers and other technical staff to help strengthen weak DCs.

3.8. Assessment of the Training Modules

3.8.1. Queenstown TRC Training Modules

The main key features of training for this TRC were on the following:

- Determination of the strategic objectives.
- Identification of the needs of the community.
- The Development Facilitation Act (DFA)
- The Development Plan
- Local Economic Development (LED)
- Assisting Small, Medium and Micro Enterprises (SMME)
- Public Private Partnerships (PPP)

Implementing and Controlling Budgets

- Management reporting.
- Controlling the budgets on training modules and Queenstown TRC.

Identification of gaps

The TRC indicated that they needed training in the following areas:

- Financial Management
- Secretarial skills
- Writing a business plan
- Conflict resolution
- Reporting skills

Training and policy

The TRC in question did not receive any training in the Water Services Act which is a very important piece of legislation that defines and stipulates the different responsibilities of different actors in making sure that all people have access to water and sanitation services. The overall objective of the Water Services Act is to help local government in their functions of water services provision and to look after the interest of consumers. This therefore follows that for capacity building purpose the TRC should have been trained on this legislation, because it sets standards and norms for water services.

3.8.2. Peddie TRC Training Modules

The Peddie TRC received training from the Development Management Training Institute and from the Border Rural Committee. Both Fort Beaufort TRC and Peddie TRC received training from the Border Rural Committee on Key Functions of the Three levels of Government as mentioned in the Fort Beaufort TRC report. The duration of training for both TRCs was the same.

- A five-day course on general management was provided to TRCs, this was conducted by Social Consultants from The Mvula Trust.
- Training was interesting but consultants gave participants volumes of documents to comprehend within five days.
- There was no follow-up by the consultants to evaluate the training.
- There was no certification after the training.
- Training offered by external consultants was not ideal because learners did not have access to any follow-up mentoring.

Peddie TRC received training in Writing a Proposal for Development Projects.

The course content covered the following topics:

- how to write a project background,
- how to prepare a log-frame
- how to determine the goal, purpose, results/output and activities of the project.

The challenges and problems identified were that:

- The duration of the courses was very short as they ranged from two days to five days.
- Towards the end of the training period, the trainers were in a hurry to finish the course.
- There was no follow-up that was made by any consultant to evaluate and assist the councilors.
- The TRC reported that they never wrote any proposal on development projects.

Training Needs of the Peddie TRC

In the list drawn from South African Local Government Association (SALGA) training courses, the Peddie TRC was able to rank training courses in order of priority. The training courses identified as most urgent in the order of priority (from highest to lowest) were:

- Relationship with Administration-Integrated Development Planning and Human-Resource Management;
- Communication and Public Speaking;
- Report Writing Skills;
- Budget Cycle.

The following courses were ranked as equal;

- Policy Formulation; Local Economic Development; Basic Project Management including Planning Process; Ethics, Transparency and Accountability; Code of Conduct; Community Liaison and Negotiation, Team Building and Conflict Resolution (arbitration and mediation).

According to the DWAF guidelines for training and capacity building, a number of steps are required within the training process. The training needs assessment should be conducted. Training should be evaluated and the results from the evaluation of the training should contribute to the design of subsequent or similar training and be considered to form part of the needs analysis thus forming a closed loop.

3.8.3. Fort Beaufort TRC Training Modules

Training was done on the following modules

- ***Institution Building***

Functions of Councilors

Relationship between councilor and chief official

Role of Councilors in Municipal Committees

The Meeting Procedures

Policy Orientation

Formulation of Policy

Policy Approval

Policy Implementation and Evaluation

Financing

The Legislative Process

Municipal Governmental Financing Aims.

Guidelines on Effective Municipal Government and Administration

4. CONCLUSION AND RECOMMENDATIONS

4.1. Conclusion - Capacity Building and Training

On Capacity building and training, the content of the training module had substance in the sense that it complied with DWAF guidelines on capacity building and training, namely:

- Institutional Building
- Local organisational structures
- Awareness creation
- Project Planning
- Developing a business plan
- Project Management
- Community Participation

4.2. Project Design

As part of local government, the TRCs indicated that, they had a role to play to educate the people as far as their participation in the project implementation process.

4.3. Project Planning Stage

Members of the TRCs were trained in the following areas:

- Project management conflict resolution
- Business plan preparation
- Financial management

According to the TRCs the training received was not satisfactorily because the duration for the courses was too short to enable the trainees to understand the material covered in the "thick" voluminous training modules. They suggested that training should be done over a longer period in order to enable the trainees to understand and assimilate the complex training material provided.

- Training focused on functions and powers of local authorities including the TRC's. This helped the TRCs to improve their understanding of their role and their accountability to the people that they serve.
- The PSCs were trained on how to operate water scheme e.g. of skills acquired: repairing and maintaining the machine.

4.4. Negative Aspects/Shortfalls

- The modules were too complex for the target groups and the duration of the training programmes too short.
- Usage of the indigenous language in most of these training workshops was ignored.
- There was limited participation of women in the training programmes. The 30 percent quota for women prescribed by DWAF water policy was ignored.
- Sanitation was not included in any training programme. The emphasis was on water supply, this was based on the argument that sanitation was not perceived as a priority by the rural communities.

4.5 Recommendations

TRCs need to do the following:

- Allocate adequate time and resources for training;
- Ensure that training targets all people in critical positions;
- Use of local language for conducting training courses
- Use the needs analysis to target training to improve communication between the TRCs and the DCs and to reduce disparities of the TRCs in terms of access to resources with the DCs.
- Employ the participatory methodologies in training to avoid stressful class room lecture situations the are not suitable for adult learners, setting and purpose of the training;
- Set up monitoring and evaluation mechanisms to assess the achievement of training objectives ;
- Provide clear communication with the communities in terms of the policy disparities concerning why they are made to pay for service (in SDC) while there are those who are not paying (ADC);
- Government needs to rethink its policies on sanitation and allow cross-subsidisation between different departments such as DWAF and Land Affairs. This would help to provide more resources to relieve the burden on DCs.
- Engage institutions such as universities, technikons and research institutions in services such as training and monitoring and evaluation to minimise the use of external consultants. These institutions conduct these services as a matter of interest and they are available in cases of need for follow up.

The DCs need to:

- Undertake a skills audit to determine human resource needs and allocation;
- Develop a proper organisational chart for efficient allocation of responsibilities
- Install proper systems for budgeting , planning and priority setting;;
- Develop and implement capacity building programmes to reduce dependency on consultants and contractors and to enhance fund raising abilities;
- Improve billing and revenue collection systems in order to improve the revenue base;
- Institute a monitoring and evaluation systems for their projects and activities;
- Utilise the voluntary assistance packages offered by organisations such as the MMP for human resource development, infrastructure and development finance assistance;
- Undertake an integrated development planning approach by establishing contacts and networking relationships with stakeholders and other service providers;
- Negotiate the sharing of resources to avoid costly capital outlay and duplication.

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