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ABOUT THIS PUBLICATION

This publication is compiled from the Water Research Commission (WRC) Research Report entitled *INSIGHTS TOWARDS AN IMPROVED GOVERNANCE MODEL AND PRACTICAL IMPLEMENTATION OF RURAL DEVELOPMENT AND COMMUNITY UPLIFTMENT PROJECTS CENTRED AROUND THE PRODUCTIVE USE OF WATER* (WRC Report No. 2166/1/14, February 2015) by Pinimidzai Sithole and Derek Weston (Pegasys Strategy and Development).

It is written primarily for government officials and politicians in all three spheres of government who are engaged in rural development and the productive use of water, as well as the full range of supporting actors in communities, civil society, parastatals and the private sector.

The document provides an understanding of the deep seated and complex challenges involved in ensuring sustainable rural development where the lives of rural people are measurably improved over the long term. It calls on all actors in the rural development arena to work together cooperatively to advance this goal; and it calls on government and others to emulate the growing examples of good practice to be found in South Africa.

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ACRONYMS

ARC	Agricultural Research Council
AWARD	Association for Water and Rural Development
CMA	Catchment Management Agency
CoGTA	Department of Cooperative Governance and Traditional Affairs
CRDP	Comprehensive Rural Development Programme
CSIR	Council for Scientific and Industrial Research
DAC	Department of Arts and Culture
DAFF	Department of Agriculture, Forestry and Fisheries
DANIDA	Danish International Development Agency
DBE	Department of Basic Education
DBSA	Development Bank of Southern Africa
DEA	Department of Environmental Affairs
DHET	Department of Higher Education and Training
DHS	Department of Human Settlements
DMR	Department of Mineral Resources
DoC	Department of Communications
DoH	Department of Health
DoL	Department of Labour
DOT	Department of Transport
DPSA	Department of Public Service and Administration
DPW	Department of Public Works
DRDLR	Department of Rural Development and Land Reform
DSD	Department of Social Development
DST	Department of Science and Technology
DTI	Department of Trade and Industry
DWEA	Department of Water and Environmental Affairs (now DWS)
DWS	Department of Water and Sanitation
EDD	Economic Development Department
HSRC	Human Sciences Research Council
IDP	Integrated Development Plan
IWRM	Integrated Water Resources Management
LED	Local Economic Development
MINMEC	Ministers and Members of Executive Councils
MRDI	Masibambisane Rural Development Initiative
MUS	Multiple-Use Systems
NGO	Non-Governmental Organisation
NT	National Treasury
PPP	Public Private Partnership
REDI	Rural Economic Development Initiative
RESIS	Revitalisation of Smallholder Irrigation Schemes
SALGA	South African Local Government Association
SETA	Sector Education and Training Authority
SRSA	Sport and Recreation South Africa
WSDP	Water Services Development Plan

1 — INTRODUCTION

People use water in many different ways from domestic to livelihoods' activities. With the development of the water sector over the last few centuries came a range of sub-sectors – each with its own approaches, policies, and more or less rigid sectoral boundaries (Moriarty and Butterworth, 2005). For Butterworth and Moriarty the success of the sectoral approach has been to provide billions of people with safe water supplies for domestic use, for agriculture, and for industry. However, this fragmented approach has resulted in water-sector interventions that fail either to be sustainable or to address the real needs of target audiences. This failure is most deeply felt among the poorest, and particularly women and children.

As part of addressing this, the last few decades focused on trials, experimentation and implementation of new approaches, based on a more holistic approach to working with water and a more context sensitive approach to providing water services. These new approaches include "sustainable development", "participatory approaches to development", "integrated water resource management", "community-based natural resources management", "multiple-use systems" (MUS), and "resource governance frameworks". Within the literature are more complex discussions on local democracy, state responsibility, the role of rural entrepreneurs, social transformation and the wider implications on livelihoods.

Rural livelihoods in sub-Saharan Africa are highly dependent on natural resources, and water may be one of the largest constraints to expanding and diversifying livelihood activities. Water is a basic need and a productive asset (Van Houweling et al., 2012). However, water supply programmes typically focus on providing water to meet basic or domestic needs such as drinking, cooking, washing, and bathing, and fail to incorporate household-based productive use. Since the mid-1990s there has been a growing interest in how people use domestic water for productive activities and how water is tied to rural livelihoods.

In Sub-Saharan Africa studies have shown that households with access to water for productive uses are able to diversify homestead production with small-scale cultivation, kitchen gardens, animal-raising and other small-scale commercial services or manufacturing activities (van Koppen et al., 2009; Van Houweling et al., 2012).

There has been an increasing realisation that more needs to be done to support rural development. Noting the above, the WRC Research Report on which this document is based does a scan of ten South African case studies of rural development interventions to draw some broad lessons, examine challenges faced by both communities and government departments, and proposes a "Community Projects Governance Framework" that requires a centralised and focused approach to providing support to rural communities.

2 — SUMMARY OF 10 SOUTH AFRICAN CASE STUDIES

There is much to be learned from historical and existing projects aimed at supporting rural development and the productive use of water. Ten South African case studies, involving a wide range of stakeholders, are briefly described as a basis for informing the process to develop the Framework for sustainable rural development interventions.

2.1 Rainwater harvesting (RWH)

This project comprised a pilot for homestead rainwater tanks for food production. The Department of Water and Sanitation (DWS) undertook the pilot in 26 villages in four provinces (Eastern Cape, Free State, KwaZulu-Natal and Limpopo) in 2006. It is noted that working with MaTshepo Kumbane, food security activist with over 40 years experience, brought enormous value to the project. Households were able to produce significantly more food, and began to produce food in the dry season when previously this had not been possible. Some of the difficulties included being able to target households where all participants were equally committed to the pilot; ongoing mobilisation necessary for sustainability; sufficient support from local leadership; and the costing for full-scale roll-out since geographical circumstances require different construction methods and materials.

2.2 Integrated Water Resource Management (IWRM)

This project comprised water awareness and conservation, food security, wetland conservation, water reuse, grey-water irrigation systems, and support to emerging farmers and water reform. It was undertaken by DWS, the Danish International Development Agency (DANIDA), Department of Cooperative Governance and Traditional Affairs (CoGTA) and South African Local Government Association (SALGA) between 2000 and 2010. It comprised almost 70 projects in three water management areas: the Crocodile West-Marico (mainly in North West), Mvoti to uMzimkulu (KwaZulu-Natal), and Olifants-Doorn (mainly in Western Cape). Project beneficiaries were part of the design and implementation, and participation by CoGTA and SALGA meant greater local government buy-in for support to local economic development (LED). It was noted that IWRM became real at the local level, and small amounts of money were able to stretch across multiple benefits. Some of the difficulties experienced included developing cooperative governance and key stakeholder buy in; appropriate monitoring and evaluation systems to support project implementation; the DWS moratorium on Catchment Management Agency (CMA) development which meant projects could not be handed over to emerging CMAs; and the end of funding meant that some projects could not continue owing to high levels of poverty and insufficient income generation.

2.3 Comprehensive Rural Development Programme (CRDP)

This project had a focus on social mobilisation; strategic investment in social, economic, ICT and public amenity infrastructure; broad-based agrarian transformation; and improved land

reform through poverty alleviation and food security. It was undertaken by the Department of Rural Development and Land Reform (DRDLR) and relevant departments at national, provincial and local government levels between 2009/10 and 2011/12 in 160 wards in eight provinces. It is noted that houses were built, schools renovated, a clinic established and a number of community organisations formed and operational in the District of Giyani. Infrastructure was also built for housing, water, sanitation, pack-sheds, community halls, multi-purpose centres, fencing, early childhood development centres, satellite policy stations and renovated schools and clinics (areas not specified). The Programme set up a National Rural Youth Service Corps to skill and employ rural youth; the Recapitalisation and Development Programme was implemented at 171 farms by August 2011, and various small water projects including RWH and borehole development were facilitated.

2.4 National and Provincial Departments of Agriculture

2.4.1 Joint ventures

This project had a focus on building a new land restitution model to return land to communities that were dispossessed on racial grounds in a fair and equitable manner, with an economic imperative to maintain the productivity of farms, while ensuring that farms remain viable businesses. The National and Provincial Departments of Agriculture undertook the project from about 2000 to 2010 in the Limpopo Province. Successful claimant communities were to organise themselves into communal property associations or trusts, and form joint ventures with private entrepreneurs who would invest working capital and manage the farm

for a period of 10 years, with specific benefits accruing to the community. It is noted that there was little evidence of community consultation, and that the model emerged in an ad hoc basis through individual settlements in Limpopo – mostly failing to realise benefits to the rural poor. Further, a small male elite dominated most joint ventures, and there is a need to rethink the project from a gender, poverty and democracy perspective.

2.4.2 Revitalisation of Smallholder Irrigation Schemes (RESIS) and RESIS-Recharge

Since the late 1990s government has implemented a nation-wide programme to 'revitalise' state-owned smallholder irrigation schemes. Many of these are located in former homelands and fell into disuse following the withdrawal of government subsidies after 1994. RESIS has entailed investments in infrastructure, shifts towards agricultural commercialisation, and joint ventures and 'strategic partnerships' as a means for promoting entry by black farmers into commercial enterprise. It is noted that the small minority of black farmers who benefited did so through partnerships with established players, and there were reservations that the black economic empowerment (BEE) partners were often drawn from outside the ranks of farmers or local entrepreneurs. Apart from land and water allocation reform issues, there were issues around equitable water benefit-sharing arrangements in RESIS. The challenges with these ambitious joint ventures were many, and included issues such as lack of oversight, unclear and vaguely defined training and skills transfer, skewed beneficiation, power dynamics and gender inequity, and lack of transparency and trust.

2.5 Wise Use of Wetlands Programme

This programme has been running for a number of years in the Limpopo Province by the Association for Water and Rural Development (AWARD). It works with communities to ensure that the rehabilitation of wetlands is sustainable in the long-term. Therefore, dealing with wetland degradation takes into account what drives land-use practices and why, the nature and contribution of wider catchment practices, and issues of management and governance. It is suggested that the changes associated with degradation of wetlands and mitigation require adaptability on the part of those involved, self-organisation, trust, reciprocity, the ability to facilitate change and develop effective partnerships, and sufficient basis for developing a collaborative vision. Collectively these are the basis of an assessment framework that has been tested in a phased manner at a number of field sites in Venda. It is noted that stakeholder buy in and ownership was essential for the sustainability of technical investments.

2.6 Rural Economic Development initiative (REDI)

In August 2007 the Development Bank of Southern Africa (DBSA) established its Local Economic Development Fund to unlock economic potential within identified localities to drive shared growth. It has five business units, one of which is REDI. The programme aims to integrate development interventions in poor regions to catalyse economic growth through improved infrastructure and service delivery. To date there are three pilot sites: Theewaterskloof

Local Municipality, Cacadu District Municipality and Ugu District Municipality. The Fund provided technical assistance to develop economic and institutional turnaround strategies for these municipalities, and identified 24 catalytic development projects. The beneficiary municipalities have since taken over the responsibility for these projects. Two innovative project finance products were also developed. It is noted that collaboration and sharing of experiences has been critical to provide leverage for improved infrastructure and service delivery.

2.7 Illima / Letsema Campaign

Government, in its 2009/10 budget, allocated R3 billion for increasing South Africa's agricultural output, supporting small-scale farmers and raising rural incomes, describing these as key elements of the country's rural development strategy. The Illima/Letsema Campaign, which distributes agricultural starter packs for domestic and communal food production to poor households, received R1.2 billion of the allocation. The programme Campaign urges communities to use all available land productively to ensure the country's food security. This emanates from the broader government call, where it has been urging South Africans, both rural and urban, to grow their own food in fields and vegetable gardens to fight food insecurity, unemployment, poverty and high food prices. It is noted that the Letsema Campaign has been escalated by the Department of Agriculture, Forestry and Fisheries (DAFF) out of realisation that food security is only one of the first steps in fighting poverty and unemployment.

2.8 Women's Agriculture and Rural Development Initiative and Micro-Agriculture Finance Institution

Government, again in its 2009/10 budget, allocated R1.8 billion to the Women's Agriculture and Rural Development Initiative and the Micro-Agriculture Finance Institution of South Africa. The former is an initiative aimed at highlighting gender-related issues in agriculture, and focuses specifically on land policies, programmes and projects, while the latter provides financial services for the development of small agri-businesses. Both initiatives were implemented as farmers, particularly women in rural areas, still experience problems when they need access to financial assistance as well as land and other relevant information, including their rights regarding land reform.

2.9 Ezemvelo Direct Farm Programme

This Programme is aimed at developing and supporting small farmers to enable them to supply Massmart with fresh produce in Tzaneen, Limpopo. The pilot project, the first of several to be rolled out across the country, is in line with Massmart's commitment to develop local suppliers. It is part of the broader Direct Farm initiative, which forms part of a R15 million three year supplier development deal between Massmart and TechnoServe, a non-governmental organisation (NGO) involved with entrepreneurship and agricultural development. Unveiling the programme in August 2012 in Tzaneen, Limpopo, Agriculture, Forestry and Fisheries Minister Tina Joemat-Pettersson said her department's participation in the Ezemvelo initiative should be viewed in light of government's commitment to food security

and the empowerment of smallholder farmers. Mncane Mthunzi, the Massmart executive responsible for the project, said it would be rolled out on a national scale, intersecting with those areas of the country where there are concentrations of smallholder farmers who have the potential to grow fresh produce and be integrated into commercial markets. It is noted that, through funding from the private sector, mobilisation and coordination by NGOs in collaboration with DAFF, this initiative could demonstrate that public private partnerships (PPPs) are feasible given the right ingredients and recipe for collaboration. It is also hoped that this initiative will enable local farmers to gain access to competitive markets and value chains for their produce, and beyond food security alone.

2.10 Masibambisane Rural Development Initiative (MRDI)

This initiative aims to alleviate poverty and fight hunger in some of the country's poorest rural areas. President Jacob Zuma and a business associate in Nkandla in rural KwaZulu-Natal established it in 2011. They bought 32 cattle and five tractors to assist the community in farming the land. President Zuma, while launching the programme at Qumbu Technical High School in Qumbu, outside Mthatha in the Eastern Cape, remarked that "The programme has flourished in Nkandla, thanks to local government and the private sector. To date, we have more than 20 tractors that have been donated, with a dairy currently being built". The President stressed the importance of the involvement of the private sector in fulfilling the programme's aims to fight hunger in all corners of South Africa. The launch was attended by business people and

government officials, including Ministers from Water Affairs; Public Works; Agriculture, Forestry and Fisheries; the Eastern Cape Premier; and the CEO of Old Mutual. The Ministers committed to having roads in the area repaired, providing water tanks, building water drainage systems and water treatment systems, and providing

seed and fencing for some of the farms. It is noted that community mobilisation and funding are imperative to support organised rural development initiatives, and that sustainable development requires networks and overt political support.

3 — COMMUNITY CHALLENGES

Despite efforts by government, civil society and the private sector to plan, implement and monitor rural development initiatives for improving livelihoods of small-scale/smallholder and emerging farmers, there is still a large gap in terms of synchronising and integrating the various efforts into tangible and quantifiable results for planners, funders, benefactors and beneficiary communities. Challenges faced with rural development for small-scale farmers in South Africa point to issues regarding complexity in the sector. This stems from lack of cooperation and coordination by the various parties involved (government, civil society, private sector and communities, among others). It is clear that government departments, within all three spheres, have often found it difficult to act cooperatively, and to coordinate budgets and programmes. This is further compounded by the hesitancy within the private sector to inject funds and/or invest in partnerships with government owing to lack of trust and confidence, as well as disagreements between parties on what or where to intervene.

A listing of the primary challenges that communities grapple with in their quest for rural development through improved livelihoods is

provided below (the WRC Research Report covers each of these elements in some detail):

1. Unworkable land reform project designs.
2. Misaligned mandates and targets by government departments and the private sector.
3. Cooperation and coordination challenges between and among (government) departments and partners.
4. Governance and power issues within smallholder schemes (joint ventures and strategic partnerships).
5. Incongruent policy agenda and direction on smallholder farmers.
6. Access to finance, geographic location and functioning markets.
7. Capacity building, participation and ownership, and skills development.
8. Distrust between and among community, public and private sectors.
9. Weak institutions and institutional support.

While there are merits to enhancing the efficiency of water use through, for example, optimising crop yield ('crop per drop') and saving water through technically efficient irrigation systems, major investments in infrastructure

and technology have often led to capital intensive commercial agriculture. Government's role in providing rural farmers with finance, research and development support and extension services remain weak and enhance private control over the overall agri-food system.

What is required is a balanced mix of robust extension and mentorship interventions capable of facilitating and capacitating smallholder and emerging farmers to operate viable agriculture businesses.

4 ——THE DRDLR AND ITS DELIVERY PARTNERS

4.1 Introduction

The national challenges include lifting millions of people out of poverty, and empowering marginalised and disenfranchised rural people. To address these challenges, coordinated efforts are required from the key actors. It is clear that government departments find it difficult to act cooperatively, and to coordinate budgets and programmes. In addition very few programmes and services have fully decentralised service points that reach into rural communities, owing primarily to the fragmented nature of interventions by key government departments, who often compete instead of complimenting each other. This lack of cooperation is attributed to the departmental mandates and the 12 Outcomes that government agreed upon in 2010:

1. Improved quality of basic education
2. A long and healthy life for all South Africans
3. All people in South Africa are and feel safe
4. Decent employment through inclusive economic growth
5. A skilled and capable workforce to support an inclusive growth path
6. An efficient, competitive and responsive economic infrastructure network
7. Vibrant, equitable and sustainable rural communities with food security for all
8. Sustainable human settlements and quality of household life
9. A responsive, accountable, effective and efficient local government system
10. Environmental and natural resources that are well protected and continually enhanced
11. Create a better South Africa and contribute to a better and safer Africa and World
12. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

Figure 1: The 12 Outcomes

4.2 Departmental cooperation: "mandates and outcomes"

Each department has a mandate be it constitutional or legislative or both in pursuit of effective and accelerated service delivery. Each of the 12 outcomes has a number of measurable outputs with targets, where each output is linked to a set of activities that will help achieve the targets and contribute to the outcome. Furthermore, each of the 12 outcomes has a delivery agreement that involves all spheres of government and a range of partners outside government. Combined, these agreements reflect government's delivery and implementation plans for its foremost priorities.

The primary mandate for rural development (outcome 7) within government obviously lies with the DRDLR. Table 1 below provides the departmental mandates, outcomes and cooperating partners:

Table 1: Departmental mandates, outcomes and cooperating partners

DEPARTMENT	MANDATE (CONSTITUTIONAL AND LEGISLATIVE)	OUTCOME	DELIVERY/COOPERATING PARTNERS
DRDLR	The purpose of this department is to respond to one of the key priorities of the government: *to develop and implement a comprehensive rural development (CRDP) strategy linked to land and agrarian reform, as well as food security*. The overall purpose of rural development is to improve the quality of life of rural households, enhancing food security through a broader base of agricultural production and exploiting the varied economic potential of each area. The department's strategy for rural development is agrarian transformation.	The Minister of Rural Development and Land Reform is the coordinator of Outcome 7: Vibrant, equitable and sustainable rural communities and food security for all	DAFF, DoCG, DTI, DST, DWS and municipalities
DPLG	The Department of Provincial and Local Government: • Develop and monitor the implementation of national policy and legislation seeking to transform and strengthen key institutions and mechanisms of governance to fulfil their developmental role; • Develop, promote and monitor mechanisms, systems and structures to enable integrated service delivery and implementation within government; and • Promote sustainable development by providing support to provincial and local government.	Outcome 9: A Responsive, accountable, effective and efficient local government system	• Liaise with their sector and better organise intergovernmental support, e.g. DWS working with their Regional Offices, Provinces, municipalities and WSAs regarding water access and management • Provincial Sector Departments and municipalities to implement and monitor the interventions agreed upon • Annually report on the commitments made in the IDPs towards the TAS

DEPARTMENT	MANDATE (CONSTITUTIONAL AND LEGISLATIVE)	OUTCOME	DELIVERY/COOPERATING PARTNERS
DWS	DWS is the custodian of the Nation's water resources and is also the custodian of the National Water Act and the Water Services Act. The Department of Water Affairs is also responsible and accountable for the management of the specific-purpose Water Services Regional Bulk Infrastructure Grant.	**Outcome 7**: Vibrant, equitable and sustainable rural communities contributing towards food security for all **Outcome 10:** Protect and enhance our environmental assets and natural resources	DAFF, DoCG, DTI, DST, DWS and municipalities
DAFF	The Department of Agriculture, Forestry and Fisheries' legal mandate covers the agriculture, forestry and fisheries value chains: from inputs, production and value adding to retailing. The entire legislative mandate of the DAFF is derived from section 27(1) (b) of the Constitution, as well as legislative mandate reflected in various Acts.	The DAFF contributes directly into three of the 12 outcomes to achieve related outputs. These three key outcomes are: **Outcome 4:** Decent employment through inclusive economic growth **Outcome 7:** Vibrant, equitable and sustainable rural communities contributing towards food security for all **Outcome 10:** Protect and enhance our environmental assets and natural resources	Most of the new policy initiatives at DAFF in the past year have been focused on fulfilling the requirements of Outcome 4 and Outcome 7, relating respectively to job creation, and rural development and food security in partnership with DRDLR, DWS, ED, dti, DST, provincial departments and municipalities

Source: WRC Research Report No 2166/1/14

It was highlighted that departmental mandates are a key hindrance to cooperation, where the weakness tends to be an overemphasis on core mandates to the detriment of cooperating with others. In some instances departments do the same thing without coordinating or communicating at project level.

To understand how the mandates and outcomes hinder or promote departmental cooperation the starting point regarding rural development should be DRDLR's departmental mandate and outcome 7 that aims to achieve "vibrant, equitable and sustainable rural communities". Amongst the contributing departments are COGTA, Department of Public Works (DPW), DWS, Department of Trade and Industry (DTI),

Department of Social Development (DSD), Energy, Economic Development Department (EDD), Department of Higher Education and Training (DHET), Department of Transport (DOT), Department of Public Service and Administration (DPSA), Department of Science and Technology (DST) and respective provincial departments.

Outcome 7 is implemented through five outputs:
    Output 1: Sustainable agrarian reform with a thriving farming sector
    Output 2: Improved access to affordable and diverse food
    Output 3: Improved rural services to support livelihoods

Output 4: Improved employment and skills development opportunities

Output 5: Enabling institutional environment for sustainable and inclusive growth

Table 2: Implementing Forum for Outcome 7

Coord Depart	Core Departments	Key stakeholders
Coord DRDLR Co-Chair DAFF	CoGTA, DPW, DWS, DTI, DSD, Energy, EDD, DHET, DOT, DPSA, DST Provincial sector departments Ministers and Members of Executive Councils (MINMECs) with a rural development function	Department of Environmental Affairs (DEA), DST, EDD, Department of Health (DoH), Department of Basic Education (DBE), DHET, DOT, Department of Arts and Culture (DAC), Sport and Recreation South Africa (SRSA), Department of Labour (DoL), Department of Communications (DoC), Department of Mineral Resources (DMR), Department of Human Settlements (DHS) Provincial sector departments SALGA Local Government Sector Education and Training Authority (SETA) State-Owned Enterprises Public Entities Agricultural Research Council (ARC), Human Sciences Research Council (HSRC), Council for Scientific and Industrial Research (CSIR) Municipal Demarcation Board NGOs Water services providers Farmers organisations Perishable Products Control Board Traditional Institutions Councils of Stakeholders

Public agencies form the core of the Implementation Forum that is meant to drive achievement of outcome 7, supported by strategic civil society partners.

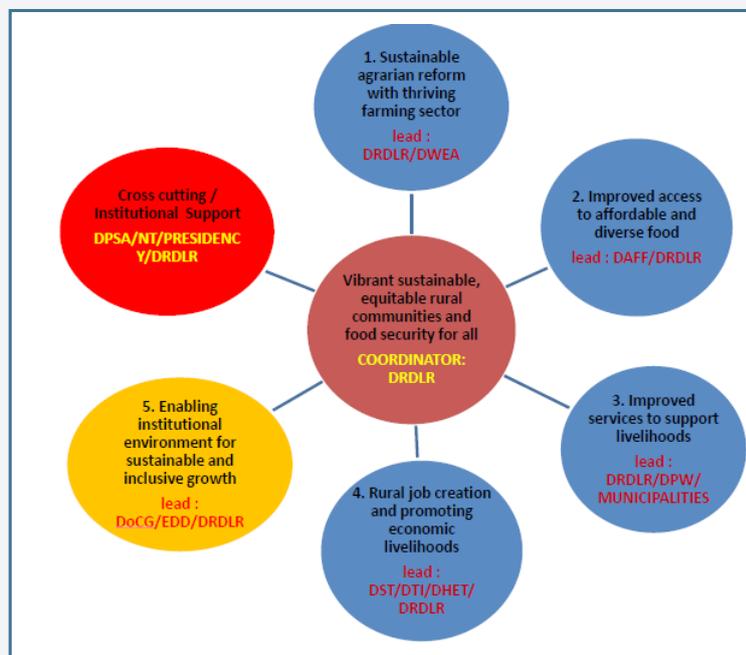Figure 2 below provides a representation of the DRDLR and its delivery partners for rural development.

Figure 2: The DRDLR and delivery partners for rural development (outcome 7)

It is noted that the DRDLR and its partners together contribute to outcomes 4, 7, 9, and 10. Owing to the crosscutting nature of rural development, a complex set of partnerships with multiple stakeholders both within and outside government are required to ensure that rural development is achieved. For effective implementation it is necessary to clearly define roles and responsibilities to support and contribute to the achievement of different outputs.

5 — COMMUNITY PROJECTS GOVERNANCE FRAMEWORK

The Research Report takes Figure 2 and contextualises it in light of the full range of stakeholders and role players. It takes the DRDLR and its delivery partners for rural development, and proposes the Framework based on coordination, monitoring and compliance led by government's proposed Rural Development Agency and SALGA, along with local government and its delivery partners at project implementation level – as depicted in Figure 3.

The Framework was largely informed by interviews with government officials on how to improve rural development interventions. The main premise of the framework is that rural development projects implementation should be the core mandate of local government. The motivation behind this premise is explained below the Framework.
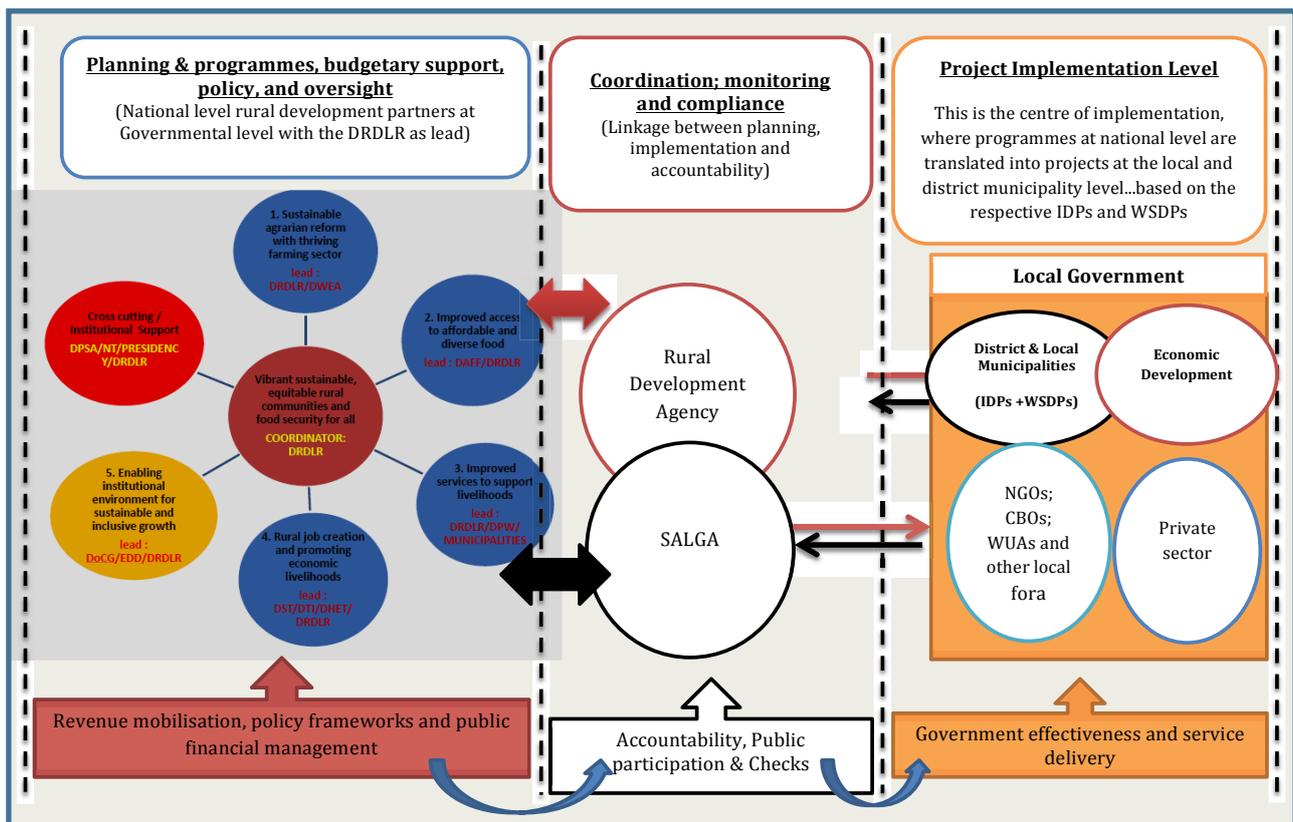
Figure 3: The Community Project Governance Framework (WRC Research Report No 2166/1/14)

The following are explanatory notes to Figure 3:

5.1 National departments, rural development programmes and resource mobilisation

The first group is primarily the current rural development structure: the DRDLR and its delivery partners. It is proposed that these national departments should focus on revenue mobilisation and public financial management rather than implementation of programmes. The management of finance includes budgetary and financial management, decision making, planning, budgeting and monitoring, as well as tracking sector financial flows, and the development of sustainable financing strategies. The DRDLR's mandate might then focus on advocating and promoting the formulation and implementation of **pro-poor policies** to meet the needs of the poor and the use of public finances to benefit the poor. This could entail strategic planning and implementation for poverty reduction, pro-poor spending, linking the poor into economic growth and the benefits of improved services, targeting the poor, and social protection initiatives.

5.2 Why local government at the centre of implementation?

For rural development interventions to be effective, local government should do the implementation because it is the face of government through local and district municipalities. Moreover, it is through Integrated Development Plans (IDPs) and Water Services Development Plans (WSDPs) at local and district

municipalities that development interventions are planned and implemented.

Through the delegation and/or designation of local government as the focal point for rural development projects implementation, **government effectiveness and service delivery** might be focused on decentralisation, effective public administration and participatory planning and budgeting at national, provincial and local level. At the local level, government effectiveness and service delivery might involve strengthening local leadership for pro-poor basic services, developing capacity of local government and service delivery agencies, as well as developing capacity to hear and respond to citizens through participatory expenditure management.

In rural municipalities, the Municipal Structures Act allows for councillors and other representatives of the communities such as traditional leaders to participate in municipal councils. However, the capacity levels in many municipalities, especially those that contain a high percentage of communal land, are very low. As a result, the IDPs developed by these structures have often been criticised as little more than 'wish list' of development projects rather than realistic plans to provide integrated development. Therefore capacitating local government, with oversight from SALGA and the proposed Rural Development Agency of the DRDLR, becomes an imperative for effective governance.

5.3 SALGA and the proposed Rural Development Agency

Under the Framework proposed, both SALGA and the proposed Rural Development Agency

will focus on providing a platform for checks and balances as well as compliance by both the implementing agency (local government) and the key policy and budget holder (DRDLR and partner national departments). SALGA and the Rural Development Agency will be the platform for **political participation and checks** through which citizens are able to hold their leaders to account.

5.4 Civil society and the private sector

In the Framework proposed, civil society is viewed as instrumental key partners at the implementation level, where they can provide input to the development processes and exercise oversight duties in the public interest of communities. Therefore strengthening civil society capacity to engage and take action is tantamount to empowering citizens to demand accountability on the one hand, and strengthening capacity to support and advocate on the other.

Private sector investment/participation at the national level involves the development of an enabling environment for private sector investment through the creation of conditions conducive for trade. This might also entail making provision for regulations and legislation that provide predictability and security for private sector investors. This might include policy and legislation for small-scale public and private service providers and investment in the sector, the appropriate conditions for local investment in basic services, the role and relevance of regulatory bodies and regulations (entry, cost and quality) as well as promoting the role of small and medium providers through incentives.

The research team proposes that the following are essential elements in ensuring improved governance and practical implementation of rural development, and will require commitment at all levels and from all stakeholders:

- **MUS provides practical imperatives for the poor.** The 'domestic plus water' systems of the MUS offers scope for providing rural women and men with time savings and greater quantities of water which they can use to expand their productive use activities and initiate new activities. The work done by Marna de Lange, Jonathan Denison, Barbara van Koppen, Tshepo Khumbane and Barbara Tapela among others might provide some useful insights on how to rollout the MUS initiative in earnest.

- **CMAs provide some of the best opportunities for accelerating productive water use.** Local government is the major mechanism for the delivery of water services. Local government is hamstrung by the limitation to water services that does not provide scope for productive uses. On the other hand, productive water use is the mandate of DWS. An enabling platform to drive productive water uses at local government level is required. To achieve this, the opportunity lies in the creation and rollout of CMAs that will ensure the development of MUS plans informed by the practical needs of rural communities.

- **Communication and systems are much more important than the building blocks.** If practical implementation of rural development and community upliftment projects is to be achieved, there needs to be improved systems on how government departments communicate and interact. There should be transparent mechanisms for making different parties accountable for their mandates in liaison with other departments. This is where political commitment matters the most. Public servants should be held accountable for failure to deliver, and this should be done systematically throughout the public service. To this end an accountability system is imperative to deal with non-performance in all spheres of government.

- **Making the 'Outcomes Approach' enforceable.** The outcomes approach adopted by the South African government does not have a legislative mandate and, without this mandate, the enforcement of performance agreements and delivery agreements depend on the President's sustained commitment and prerogative to hold Ministers and departments accountable.

- **Political commitment matters.** The success of proper institutional structures depends upon political commitment; hence it was imperative to stress the related political outcomes to bring in political ownership. This results in committed administrative machinery with political support as a precondition for the adoption and building of appropriate institutional structures.

- **Private sector involvement and PPPs.** There are various initiatives undertaken by the private sector to support communities. There are various corporate social responsibility support programmes undertaken by the private sector. However, there does not seem to be a coordinated effort from the private sector, where pooling resources together would have gained critical mass. Rather,

what is often the case is that most private sector actors support communities where their products are doing well or where they are trying to break into a new market.

• **Mind mobilisation is a pre-requisite.** Rural people, especially poor women and men, must take charge of their destinies by providing food for their families, wherever possible. An orientation away from expecting development interventions to come from "the outside" (i.e. from agencies such as government, donors or the private sector) is disempowering, and does not support sustainability in the long term.

• **Small amounts of funding can go far.** From the DWS DANIDA project, the key lesson is that, far from the common misconception that significant funding is required to support such

developmental programmes, the reality is that small amounts of structured funding support can change people's lives. When support was be structured as a project, the DANIDA programme showed that communities can take real responsibility, manage funds and effectively monitor and report against progress. In so doing, IWRM becomes easier to implement and far more pragmatic at the local level.

If South Africa's democracy is to succeed, the DRDLR, along with its role players, will have to show enormous political will and leadership in ensuring that rural development and community upliftment projects are sustainable and provide livelihoods security.

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Repurposed for a wider audience by

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