



**MASIBAMBANE
WATER SERVICES SECTOR
SUPPORT PROGRAMME**

CIVIL SOCIETY STRATEGY

**to achieve the meaningful involvement
of Civil Society in the Masibambane Programme**

November 2004

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EXECUTIVE SUMMARY

The Civil Society Strategy of the Masibambane Water Services Sector Support Programme is aimed at promoting the meaningful involvement of civil society in the water services sector. The need for this involvement derives both from legislation, emanating from the Constitution, and policy, notably the *Strategic Framework for Water Services*, approved by Cabinet and published in September 2003. It is also included in the financing agreements signed by the government and the European Commission for both the first and the second phases of the Masibambane (Water Services Sector Support) Programme. Other national government departments, notably the Department of Provincial and Local Government (DPLG), and organised local government (SALGA), have also committed themselves to achieving this goal.

“**Meaningful involvement**” is defined, for the purposes of this Strategy, as including:

- Strong awareness of and participation in water and sanitation planning and delivery processes by communities and CBOs;
- Increased numbers of NGOs, CBOs and community members actively engaged in local level planning processes for water and sanitation services delivery;
- Increased numbers of NGOs and CBOs contracted for water and sanitation delivery services by municipalities;
- Greater proportions of water and sanitation programme financing flowing through and being managed by NGOs and CBOs;
- Increased numbers of NGOs and CBOs, constructively involved in policy review and reformulation processes at provincial and national level;

“**Civil Society**”, in the context of the water services sector, is comprised of NGOs and CBOs, which are defined as follows:

Non Governmental Organisations (NGOs) are organisations within civil society that are autonomous from government and do not operate for profit. As with civil society, NGOs are not homogenous. They range from charity organisations, those who are concerned with more narrow interests, to those who are concerned with the development process in our country.

This Strategy focuses on NGOs that work in the field of development and that work with people to help them improve their social and economic situation and prospects, and who display the following key characteristics:

- Not for profit / Not self-serving
- Do not have shareholders and whose Board of Directors is a body with purely governance functions
- Independent
- Value-based
- Support government's service delivery and social development programmes
- Promote active community participation in development
- Are registered as Non Profit Organisations with the Department of Social Development.

A community-based organisation (CBO) is a not-for-profit organisation within a specific community, with community representatives, that provides a service to that community with the community's mandate or is representing the overall interests of the community. The office bearers or staff of a CBO are generally people who live in the community and were elected or appointed by the community or sections of the community, to perform certain functions.

This Strategy focuses on CBOs that aim to represent and organise communities to engage and/or work with municipalities in water and sanitation related projects, activities and issues, from planning to operating and maintaining facilities.

Ward Committees are not CBOs, although they have CBO representatives serving on them. They are official municipal structures and are thus not independent as other organisations of civil society are.

Government policy in support of a strong civil society, is based on the following principles

- a. It is politically desirable to encourage a strong civil society, and CBOs in particular, in order to strengthen our democracy.
- b. The active involvement of empowered communities and CBOs is necessary to ensure appropriate and sustainable service delivery and other development interventions.
- c. Due to their value-based approach and experience in working with poor communities, NGOs are well suited to assisting government to give effect to the first two principles, above. NGOs are also suited to playing an independent role in research, monitoring and evaluation.

Based on a number of analyses, including the mid-term and final evaluations of the first phase of the Masibambane programme, government and civil society agree that the current level of involvement of civil society in the sector is not at the desired level. The causes of this situation include:

- i. The low level of awareness and knowledge of water and sanitation planning and delivery frameworks amongst communities and CBOs, and the limited support for community based engagement with these.
- ii. Diminishing role of CBOs in water and sanitation delivery programmes, due to municipalities' emphasis on fast-track, top-down delivery of infrastructure, at the expense of sustainability and community buy-in.
- iii. The limited number of NGOs engaged with policy formulation, monitoring and service delivery in the water and sanitation sector.
- iv. The limited capacity of existing NGOs actively engaged in the water and sanitation sector.
- v. The lack of awareness of CBO and NGO services amongst government departments and local municipalities.
- vi. The poor perception of NGO and CBO services by government departments and municipalities.
- vii. The barriers to entry to service provision for CBOs and NGOs due to excessively cumbersome and demanding contractual procedures by local municipalities.
- viii. The weak level of national and provincial co-ordination between and among civil society organisations and networks.

This Strategy aims to address the above problems and constraints, and to achieve the following results:

- (i) **Communications programme:** Meaningful dialogue established with local government through implementation of concerted, well resourced communications programme, with high level political support, to inform all sector stakeholders about the necessity for and value of civil society participation, and how it can be achieved, to include structured,

ongoing engagement between representative of civil society and all three spheres of government;

- (ii) **Community involvement:** Increased numbers and capacity of CBOs engaged with municipalities in all stages of water and sanitation programmes, thereby increasing the efficacy and sustainability of these programmes, as well as providing services at community level in the operation and maintenance of water schemes, either as Water Service Providers, or contracted by them;
- (iii) **NGO capacity building:** Enhanced technical and management ability of existing NGOs providing water and sanitation delivery, monitoring and policy services;
- (iv) **Contracting of NGOs:** Increased numbers of NGOs contracted by municipalities to deliver water services, and by provincial and national departments to carry out monitoring, policy roll-out and research activities;
- (v) **Non-service delivery role of civil society:** NGOs and CBOs participating in the programme, with independent funding, in areas other than service delivery, i.e. in their monitoring, advocacy and awareness raising role.
- (vi) **Civil society co-ordination:** Increased coordination and networking between NGO and CBO participants in the Masibambane Programme, and structured in such a way as to continue beyond the life span of the programme.

The Masibambane Programme has provided a budget to support the implementation of this strategy. This will be accessed through a national level business plan to support overall leadership, co-ordination and support of the activities countrywide, and nine separate provincial level business plans to fund the bulk of the activities, at provincial and local levels.

The funding for this Civil Society Support Programme is contained in the DWAF budget, and DWAF will be the responsible accounting department. However, leadership of the Programme will be shared with SALGA, with the latter taking on the political leadership of the programme. The precise nature of this partnership and SALGA's role still has to be worked out and formally approved by SALGA.

The Department of Provincial and Local Government (DPLG) has also committed itself to supporting efforts to ensure a meaningful role for civil society in the water services sector, through promoting this role in the MIG Programme. MIG programme documentation includes a vision for how this should be achieved.

1. INTRODUCTION

The Constitution of South Africa stipulates that one of the “objects of local government” is “to encourage the involvement of communities and community organisations in the matters of local government” (Section 152 (1) (e)). This is further developed in all the local government legislation, as well as in other legislation.

In pursuance of the above, the government of South Africa has approved a policy of promoting the meaningful involvement of civil society in the water services sector. This policy is formulated in the *Strategic Framework for Water Services*, approved by Cabinet and published in September 2003. It is also included in the financing agreements signed by the government and the European Commission for both the first and the second phases of the Masibambane (Water Services Sector Support) Programme. Other national government departments, notably the Department of Provincial and Local Government (DPLG), and organised local government (SALGA), have also committed themselves to achieving this goal.

The Department of Water Affairs and Forestry, as the national government department responsible for water services, has made provision in its work plan and budget for the Masibambane Programme, to give effect to this political commitment. This Civil Society Strategy document describes how this will be done.

This document is structured into chapters, as follows:

Chapter 1 - Introduction:

The chapter starts by defining a number of key terms and concepts, and describes the policy framework. The Masibambane Programme is then described, as well as what role it envisages that civil society should play, and what benefits this will bring to the Programme. The concept of "meaningful involvement" is defined, followed by some considerations concerning the lessons learnt during Phase 1 of Masibambane, and the links between Masibambane and the MIG (Municipal Infrastructure Grant) Programme of DPLG.

Chapter 2 - Problem Statement:

This chapter describes the current situation in relation to the involvement of civil society in the sector, which is not at the level desired, and analyses the reasons for this limited involvement.

Chapter 3 - Strategy:

This chapter describes the strategy that will be adopted to ensure that the goal of achieving the meaningful involvement of civil society is achieved.

Chapters 4, 5 and 6:

These chapters deal with implementation issues.

1.1. Defining "Civil Society"

There are a number of definitions of civil society. The definition used by the Masibambane Programme is that ***civil society is that part of society that is not part of the state or of the private/business sector***. Organisations of civil society are all formed voluntarily by citizens to strive for public, community or group benefit objectives, as opposed to private profit, and generally fall into the three categories as detailed below:

- Organisations formed out of concern to assist vulnerable sectors, and the poor or disadvantaged, including those formed for self-help purposes

- Organisations which are formed on the basis of a common interest in and/or to take action on a particular subject or issue
- Organisations through which people engage in a common pursuit.

Examples of the most common types of civil society organisations (CSOs) include:

- Community based organisations (CBOs)
 - Local development associations
 - Project committees
 - Water services providers
 - Residents/Ratepayers Associations
 - Clubs
 - Etc
- Service delivery non governmental organisations (NGOs)
- Charities
- Advocacy NGOs (human rights, land, environment and other issues)
- Trade Unions
- Faith based organisations
- Etc

What is an NGO?

Non Governmental Organisations are organisations within civil society that are autonomous from government and do not operate for profit. As with civil society, NGOs are not homogenous. They range from charity organisations, those who are concerned with more narrow interests, to those who are concerned with the development process in our country.

This Strategy focuses on NGOs that work in the field of development and that work with people to help them improve their social and economic situation and prospects, and who display the following key characteristics:

- Not for profit / Not self-serving
- Do not have shareholders and whose Board of Directors is a body with purely governance functions
- Independent
- Value-based
- Support government's service delivery and social development programmes
- Promote active community participation in development
- Are registered as Non Profit Organisations with the Department of Social Development.

A vibrant civil society is generally seen, and is seen by our government, as an important prerequisite for a strong and sustainable democracy in any country. CSOs play a number of important roles, such as:

- giving organised expression to the needs of citizens
- holding government and elected officials accountable
- supporting government to achieve its developmental democratic objectives.

What is a CBO?

A community-based organisation is a not-for-profit organisation within a specific community, with community representatives, that provides a service to that community with the community's mandate or is representing the overall interests of the community. The office bearers or staff of a CBO are generally people who live in the community and were elected or appointed by the community or sections of the community, to perform certain functions.

This Strategy focuses on CBOs that aim to represent and organise communities to engage and/or work with municipalities in water and sanitation related projects, activities and issues, from planning to operating and maintaining facilities.

Ward Committees are not CBOs, although they have CBO representatives serving on them. They are official municipal structures and are thus not independent as other organisations of civil society are.

The Masibambane Civil Society Strategy focuses on the active network of civil society organisations that is trying to make itself felt in the struggle against poverty and unequal access to resources, more so because these factors serve to undermine South Africa's developing democracy. These organisations of civil society are a very valuable asset to South Africa's developing democracy and should be included in development programmes and strengthened so as to better contribute to the process.

Consideration will be given to particular CSOs, namely non-governmental organisations (NGOs) and community-based organisations (CBOs) and how they can play a more meaningful role in the delivery of water and sanitation services.

1.2. The Strategic Framework for Water Services

In September 2003 the Cabinet approved a *Strategic Framework for Water Services*, which is effectively an updated water services policy for the country. This Strategic Framework provides a comprehensive summary of policy with respect to the water services sector in South Africa and provides a strategic framework for its implementation over the next ten years.

The Strategic Framework indicates that a capital investment of 0.75% of GDP, or appropriately 9 billion Rand per year, is required to achieve the agreed delivery targets, and support economic growth. In order to promote greater effectiveness and efficiency, a process of institutional reform of water services provision will be initiated. In line with Section 152(1)(b) of the Constitution, decentralisation of service delivery to local government will be accelerated. As a result of the decentralisation to local government, the role of DWAF is redefined to focus on water policy, support to local government, regulation of the sector and maintenance of an information base and the dissemination of information.

Greater emphasis will be placed on the sustainability of the resource, and of the infrastructure and institutions responsible for providing the services. Under expenditure in maintenance and under investment in rehabilitation is a significant challenge to overcome. More effective mechanisms to deliver free basic water are also necessary.

Chapter 3 of the Strategic Framework defines the mandates and roles of all the key role players and stakeholders in the sector. With regard to civil society, it states:

" 3.8 The Role of Civil Society

A vibrant and durable democracy needs a strong civil society. Government is committed to promoting the active involvement of civil society in the provision of sustainable and affordable water services, in research and in other related activities. This will be done through:

- *engaging CSOs in policy development, research and advocacy, and assisting with planning, implementation and management of programmes and projects at community level;*
- *supporting the development of capacity in CSOs;*
- *encouraging CSOs to help monitor sector performance;*
- *engaging CSOs in creating a link between govt and communities;*
- *engaging capacitated CBOs to manage water schemes;*
- *assisting in the mobilisation of funds for CSOs, where appropriate."*

Strategic Framework for Water Services, September 2003

The detailed implications of this policy statement, in terms of the objective of promoting the meaningful involvement of civil society in the water services sector, is further clarified in Section 1.4, below.

1.3. The Masibambane Programme

The South African government, through the national departments of Water Affairs and Forestry (DWA) and Provincial and Local Government (DPLG), their provincial counterparts, municipalities and other representative structures, has collaborated with the European Union, Great Britain, the Netherlands, Ireland, France and the Flemish government to develop the multi-faceted Water Services Sector Support Programme (WS-SSP). The programme has been given the name The *Masibambane* Programme, meaning 'Let's work together' in isiZulu. Phase 1 of the Programme (2001-2004) focussed only on the Eastern Cape, Northern Province and Kwazulu Natal, but Phase 2 (2004-2007) includes all provinces.

In order to contextualise the role envisaged for civil society, the objectives and design of the Masibambane Programme are presented in summarised form, as follows:

Overall Objective

The Masibambane Programme's overall objective is to improve the quality of life of poor communities by improving their access to adequate, safe, appropriate and affordable basic water supply and sanitation services provided by effective, efficient and sustainable institutions that are accountable and responsive to those whom they serve. To achieve this objective the sector programme will support the implementation of the Strategic Framework for Water Services that was approved by cabinet in September 2003.

Programme Purpose

The Masibambane Programme will contribute to the overall objective in the following areas:

Sector Collaboration: Supporting effective collaboration and active participation by all sector partners at national, provincial and local government levels, as well as *communities and other organs of civil society* in securing rapid and sustainable service delivery.

Institutional support: Improving the ability of key institutions in each sphere of government to fulfil their respective responsibilities regarding the delivery of water and sanitation services to poor communities in an efficient and sustainable way.

Transfers: Facilitating the transfer of ownership of water service infrastructure, the movement of people and the responsibility of operation and maintenance from DWAF to appropriate water services institutions.

Cross-cutting issues: Mainstreaming gender into the programme, ensuring the incorporation of environmental considerations and integrating the use of appropriate technology. *Civil society* will be supported to entrench democratic and people-centred development in the sector through the *meaningful participation of civil society* organisations of all types.

Results / Deliverables:

Reduction in service backlogs

- Reduction in water supply backlogs
- Reduction in sanitation backlogs
- Outreach education campaigns: Municipalities provided with the necessary skills, capacity and assistance to create awareness of and educate all people living in their area in healthy living practices and the wise use of water.

Sector collaboration

- Sector effectively co-ordinated and organised in all provinces and nationally (WSSLG, MCC).
- SALGA and other local government structures effectively participating in WS policy development and implementation.
- An effective regulatory framework & performance monitoring system established that will enable DWAF to measure, regulate and report on the performance of WSAs and WSPs.
- A sound and enabling policy framework for all key issues in the water services sector clarified and implemented.
- DPLG supported to establish a Programme Management Unit at Head Office and perform its role as manager of MIG.
- Activities of the programme effectively disseminated through knowledge management and lesson learning documentation.

Results / Deliverables (continued):

- Training course content developed together with training materials. Capacity will be build through the training of trainers.

Institutional support

- WSAs and WSPs have an improved capability to fulfil their respective functions and discharge their responsibilities in an efficient and business like manner.

Cross-cutting issues

- Gender: Profile of women raised and their role within the water services sector promoted to enable them to play a more significant part than they currently do in all aspects of development.

- Civil Society: Empowerment of CSOs to better perform relevant functions in the water sector; increased awareness, particularly among water service authorities, of the capabilities of CSOs to perform services relevant to their functions; animation of the CSO sector by collaborative fora and other means to play a meaningful role in the development of the water sector
- Environment: Awareness raising and the mainstreaming of environmental considerations throughout all water services sector stakeholders.
- Appropriate technology: Guidelines for addressing AT, based on best practices locally and internationally; inclusion of formal considerations of AT in the business plan/project evaluation cycle; developing KPIs and reporting structures for monitoring and evaluating utilisation of AT.
- Operations and Maintenance: Water Service Providers operate water services schemes effectively and efficiently and honour the services delivery agreements with Water Service Authorities and ultimately provide a reliable service to consumers.

In the financing agreements signed by the South African government and the European Commission for both the first and the second phases of the Masibambane Programme, the following was agreed with regard to the role of civil society:

"The government of South Africa will ensure meaningful involvement of non-state (civil society) actors in the programme; it is envisaged that a minimum amount of funding equivalent to 25% of the European Commission funds (i.e. 12,5m Euros, or R100m) will be channelled through non-state (civil society) structures during the period of the programme."

Masibambane 2 Financing Agreement, 2004.

1.4. Civil Society and Masibambane

As noted above, the South African government has made a political commitment to promote the **meaningful involvement of civil society** in the delivery of the Masibambane Programme. This commitment is based on the following principles:

Why involve Civil Society?

- d. It is politically desirable to encourage a strong civil society, and CBOs in particular, in order to strengthen our democracy.
- e. The active involvement of empowered communities and CBOs is necessary to ensure appropriate and sustainable service delivery and other development interventions.
- f. Due to their value-based approach and experience in working with poor communities, NGOs are well suited to assisting government to give effect to the first two principles, above. NGOs are also suited to playing an independent role in research, monitoring and evaluation.

Defining "meaningful involvement"

The first element of building a strategic approach to meaningful civil society involvement is founded upon a recognition of the importance of civil society involvement in water and

sanitation planning and service delivery, and an acknowledgement of the potential of NGOs and CBOs to add value through playing a number of roles.

These roles may be summarised as follows:

CBOs

- Working in partnership with municipalities, directly or through Ward Committees, to organise communities to ensure genuinely consultative WSDP and IDP development processes
- Similarly, to design and implement projects as part of PSCs and also as service providers at community level.
- Acting as consumer bodies to engage with municipalities around service improvements
- Being contracted as WSPs, or providing services to WSPs to manage small water supply schemes
- Other roles and functions.

NGOs

- Supporting municipalities in participatory planning processes, such as IDPs
- Supporting municipalities in education campaigns to create awareness of and educate citizens in healthy living practices and the wise use of water
- Implementation of innovative water and sanitation approaches that maximise local economic benefits and build social capital, including focus on sustainable livelihoods in support of LED
- Project planning, design and implementation
- Institutional and Social Development services, including training needs analyses, training and capacity building, setting up community based institutions, communication strategies, labour desk management, etc
- Monitoring systems and approaches to revitalise failed or non operational projects
- Post implementation support to CBOs involved in WSP arrangements
- Gender mainstreaming, including development of policy, training and support
- Health and hygiene awareness and user education
- Environmental protection and conservation of water
- Assisting CBOs and municipalities to raise funds from donors
- Research and networking with international partners
- Policy work to deal with ongoing social and institutional problems
- Research and policy support for the development of models of best practice, monitoring and evaluation
- Other roles and functions.

More specifically, meaningful involvement of civil society in the Masibamabane Programme can be defined as follows:

Meaningful involvement means:

- Strong awareness of and participation in water and sanitation planning and delivery processes by communities and CBOs;
- Increased numbers of NGOs, CBOs and community members actively engaged in local level planning processes for water and sanitation services delivery;
- Increased numbers of NGOs and CBOs contracted for water and sanitation delivery

services by municipalities;

- Greater proportions of water and sanitation programme financing flowing through and being managed by NGOs and CBOs;
- Increased numbers of NGOs and CBOs, constructively involved in policy review and reformulation processes at provincial and national level;
- High quality of services provided by NGOs and CBOs in service delivery contractual arrangements.

What added value do NGOs provide?

NGOs are different because their approach is focused on combining service delivery with developing people and building social capital. The approach can be described by different terms, such as "participatory", "community based", "building capacity", "empowering", enhancing "sustainability" and many more. Participatory development is the cornerstone of the work done by most NGOs. Within the framework of this people centred approach communities drive and own the process, in partnership with municipalities, with the NGO playing a supportive and capacity building role.

This approach can also be described as one which puts as much emphasis on process as on product, because the process by which a service is delivered has a major bearing on the quality of the finished product, particularly with regard to the sustainability of the service. A case study of DWAF's Water Supply and Sanitation Programme in KwaZulu Natal, conducted by the Human Sciences Research Council on behalf of DWAF, indicates that where participation was more rooted in the process and where time was granted for proper participation to take place, the project proved to be more sustainable:

"In projects where [the NGO] was instrumental in delivering water, the building of committee structures took time; when in place, however, they indeed became the mechanism for settling conflicts about resource allocation, and standards of delivery. Projects run by DWAF on the other hand, were implemented speedily with less emphasis on participatory structures, and these projects have not been as successful."

NGOs and CBOs, with their knowledge base and understanding of community dynamics and role players, are able to play an essential role in implementing water and sanitation delivery services, particularly in rural areas.

The Masibambane Civil Society Support Programme

The vehicle through which DWAF has sought to promote greater involvement of civil society in Masibambane, is the Civil Society Support Programme. The programme started in 2002, on the basis of a national business plan which was aimed at establishing a framework for the programme and supporting its implementation in the provinces. A Position Paper on the role of civil society was developed, and out of this, a Strategic Framework, which described the strategy and interventions to be undertaken. This first phase of the programme ended in 2004, and a new phase has been initiated, for which this document will provide the strategy.

1.5. The Experience of Phase 1 of Masibambane

From the reports of the Mid Term Review and Final Evaluation of phase 1 of Masibambane, which capture some of the lessons learnt, a number of conclusions can be drawn, for example:

- The Civil Society Support Programme (CSSP) did not achieve the objective of increasing the participation of civil society in Masibambane - on the contrary, participation decreased. However, this was mainly due to factors beyond the scope of the CSSP, and might well have been worse were it not for the programme. The CSSP did achieve some success though, by laying the foundation for a more effective second phase, through:
 - the development of a policy framework dealing specifically with civil society participation;
 - the creation of a forum within which CSOs are included and can actively participate (the National Steering Committee); and
 - the initiation of a dialogue and collaborative relationships between NGOs and national level role players, notably DPLG and SALGA.
- There is as yet no common understanding amongst stakeholders in the sector of the role envisaged for civil society, nor indeed why there should be a role at all, and little awareness of national policy on the matter. This is particularly the case at provincial and local level.
- Due to the lack of funding for work other than infrastructure project implementation (analysed in more detail in Chapter 2, below), NGOs positioned themselves as service providers, but most encountered insurmountable obstacles to securing appointments from municipalities. This was mainly due to the procurement requirements of municipalities, their scepticism of NGOs, and the narrow focus on black economic empowerment as being limited to giving work to the private sector.
- Most NGOs lack the capacity to compete for municipal tenders, and the capacity building component of the Civil Society Support Programme did too little, too late, to make any impact.
- The involvement of CBOs in Masibambane also declined, due to shift at municipal level from the relatively community based approach used by DWAF, to the traditional municipal approach, based on fast tracking of infrastructure delivery, with little or no community involvement, as promoted by the CMIP programme.

The report of the Final Evaluation of Masibambane 1 makes a number of recommendations, the most important being:

- That a concerted communications programme be developed and implemented throughout the Masibambane Programme, about the necessity for civil society participation. It should include nationally approved definitions of the terms "civil society", "NGO" and "CBO" as well as clear criteria for "meaningful involvement".
- That a co-operation strategy be developed to enable municipalities to engage with CSOs in a climate of collaboration, rather than confrontation.
- That further efforts be focussed on making municipal procurement procedures more accessible to small NGOs.

The lessons from Masibambane 1, as described in the evaluation reports, and as expressed by the participants in the programme, have been taken into account in formulating the strategy described in Chapter 3, below.

1.6. The Municipal Infrastructure Grant (MIG) Programme

Potential funding for NGO and CBO participation in the sector is mostly limited to service delivery projects, and hence this component of Masibambane remains the most important one as far as the civil society strategy is concerned. This component is now funded through the MIG programme, managed by DPLG, and so DPLG's involvement in the Civil Society Support Programme is vital.

The policy framework of the MIG programme is supportive of the civil society policy as described in the *Strategic Framework for Water Services*, particularly with regard to community participation. The programme will place major emphasis on the sustainability of services, and community participation and decision making, together with a people centred approach, are required to achieve this (see extracts from the MIG policy document in the boxes, below).

Community participation and responding to community demand ensures:

- User satisfaction
- Community empowerment
- Community self-reliance, advancement and sense of ownership
- Strengthening of community organisational and management skills which can be transferred to other developmental activities/needs
- Sustainability.

The Municipal Infrastructure Grant (MIG) 2004-2007, 2004.

Civil society will focus on this aspect of MIG (i.e. community participation, social sustainability, people-centred approaches) as the area in which it can add most value. This will be done, firstly, through securing appointments from municipalities for project implementation, ISD (institutional and social development) and training work. Secondly, civil society organisations will seek alternative funding to allow them to support the programme in ways other than as local government contractors.

A people centred approach ensures that:

- The needs and realities of people are at the centre of all planning and implementation activities.
- Skills, motivation, confidence building and increased awareness are developed in the community and in local service institutions.
- People are empowered through access to information.
- People are able to make informed decisions.
- Local knowledge and experience is recognised as the basis on which to build capacity.
- People have a sense of ownership for services and thus take greater responsibility for the services.

The Municipal Infrastructure Grant (MIG) 2004-2007, 2004.

2. PROBLEM STATEMENT

Since 1994 the NGO sector has faced a number of challenges, which have impacted on its ability to play meaningful roles in water and sanitation delivery. Some of these challenges can be defined as:

- (i) A shift or change in roles, from anti government activism to constructive engagement to being a government service provider - a shift which many NGOs were unable or unwilling to make.

- (ii) Shifts in funding patterns, with donor funding no longer going to NGOs and CBOs, but being channelled through government, pushing them further into the role of government service providers.
- (iii) Failure of the National Development Agency, whose mandate is to fund development through civil society, to make a significant impact in terms of ensuring the viability of NGOs, in particular, and CSOs in general.
- (iv) Insufficient capacity of NGOs, caused by staff moving into government and elsewhere, and by having to shrink in size due to reduced funding.

At present most of these challenges still exist. In order to analyse the causes of this situation, and to develop a strategy to deal with it, the National Steering Committee of the Civil Society Support Programme convened a strategic planning workshop in September 2004, in which representatives from civil society, SALGA, DWAF (national and regional) and DPLG participated. The participants reached agreement on the following as the most important causes of the low level of participation of civil society:

i. *The low level of awareness and knowledge of water and sanitation planning and delivery frameworks amongst communities and CBOs, and the limited support for community based engagement with these.*

Meaningful engagement with water and sanitation programmes are hampered by the lack of engagement by local level community initiatives, due largely to a lack of support and information regarding local level planning and delivery frameworks. Compounding the issue is the lack of support provided to community led initiatives by NGOs and other CBOs due to their capacity constraints and lack of independent funding, and to most municipalities not giving this high enough priority.

ii. *Diminishing role of CBOs in water and sanitation delivery programmes, due to municipalities' emphasis on fast-track, top-down delivery of infrastructure, at the expense of sustainability and community buy-in.*

Experience in service delivery in most municipalities is largely based on the CMIP programme, and evaluations of this approach have highlighted a number of problems due to the lack of attention paid to community involvement.

iii. *The limited number of NGOs engaged with policy formulation, monitoring and service delivery in the water and sanitation sector.*

This is due to a range of factors, already mentioned above.

iv. *The limited capacity of existing NGOs actively engaged in the water and sanitation sector.*

NGOs presently engaged in policy formulation, monitoring, education, and service delivery in the water and sanitation sector vary considerably with regard to their technical and institutional capacity to provide consistent and adequate services. This is due to institutional problems, such as limited resources, weak management, and staff turnover, as well as contextual factors, including excessive demand on services, inappropriate financing mechanisms, and undue government antagonism.

v. *The lack of awareness of CBO and NGO services amongst government departments and local municipalities.*

For a range of reasons, national, provincial and local government awareness of the potential for CBO and NGO services is low. This may be due to the lack of coverage of NGOs and CBOs, or preconceived notions of NGO/CBO roles by government officials.

Also, a lack of marketing and networking with service providers has led to a low level of awareness of the services that existing civil society organisations can provide.

vi. *The poor perception of NGO and CBO services by government departments and municipalities.*

In cases where local and provincial government are aware of NGO and CBO services, there may be a poor perception due to previous experience with the quality and consistency of such services. In many cases these remain perceptions. At the same time, instances of poor performance of private sector companies are not considered sufficient reason for not using them - on the contrary, programmes are in place to build their capacity.

vii. *The barriers to entry to service provision for CBOs and NGOs due to excessively cumbersome and demanding contractual procedures by local municipalities.*

CBOs and NGOs, and indeed DWAF, have identified the cumbersome and onerous procedures for contracting of service providers as a significant barrier for entry of civil society contractors in the water sector. Inappropriate security provisions, guarantees and contracting criteria also contribute to the overall barriers to entry, with the result that larger, established NGOs have significant advantages over newer institutions in terms of tendering for work.

viii. *The weak level of national and provincial coordination between and among civil society organisations and networks.*

Inter-organisational networking and coordination within the NGO and CBO sector are generally weak, with an absence of structured relationships to link institutional roles and programmes. This may be due in part to the lack of institutional capacity at national and provincial levels to coordinate effectively, and the absence of an overall strategic focus for engagement by civil society, but also to the lack of promotion of such initiatives within government programmes.

Taken together, these problems provide significant obstacles to broad-based, meaningful participation by civil society in water and sanitation service delivery. This in itself poses problems of the sustainability and success of the programme, given that the overall capacity to maintain delivery infrastructure and services over the longer-term is seriously undermined.

3. STRATEGY

On the basis of the analysis in the preceding chapters, of what meaningful involvement of civil society should entail, and what the obstacles are, a strategy has been developed. This chapter describes the strategy.

3.1. Strategic Objectives

The approach necessary to enhance meaningful involvement of civil society is through a multi-pronged strategy to address the problems hampering this involvement. This approach by necessity will be broader than focusing on delivery of services, but will need to address both contextual and structural factors.

The strategic objectives of the Civil Society Support Programme are in effect those contained in the definition, in Section 1.4 above, of "meaningful involvement". They are repeated here for ease of linkage with the Programme Results, in the next section, below:

Meaningful involvement means:

- Strong awareness of and participation in water and sanitation planning and delivery processes by communities and CBOs;
- Increased numbers of NGOs, CBOs and community members actively engaged in local level planning processes for water and sanitation services delivery;
- Increased numbers of NGOs and CBOs contracted for water and sanitation delivery services by municipalities;
- Greater proportions of water and sanitation programme financing flowing through and being managed by NGOs and CBOs;
- Increased numbers of NGOs and CBOs, constructively involved in policy review and reformulation processes at provincial and national level;
- High quality of services provided by NGOs and CBOs in service delivery contractual arrangements.

3.2. Addressing the causes of the low level of participation of civil society

In Chapter 2 (Problem Statement) a number of causes were identified for the low level of participation of civil society in the Masibambane Programme. Following on from a consideration of the strategic objectives of the CSSP, the following interventions are proposed to address the challenges. These are then organised programmatically into the Results of the next section.

Challenges	Interventions
1.) The low level of awareness and knowledge of water and sanitation planning and delivery frameworks amongst communities and CBOs, and the limited support for community based engagement with these.	<ul style="list-style-type: none"> • Documentation and dissemination of good practice in community participation processes • Implementation of pilot projects with independent funding to educate and involve communities • Support to municipal outreach education campaigns as per Masibambane Work Plan
2.) Diminishing role of CBOs in water and sanitation delivery programmes, due to municipalities' emphasis on fast-track, top-down delivery of infrastructure, at the expense of sustainability and community buy-in.	<ul style="list-style-type: none"> • Documentation and dissemination of good practice in municipal-community partnerships for delivery • Intensive communications campaign at all levels of local government and with DPLG to highlight govt policy on sustainability and community involvement • Development and maintenance of meaningful dialogue with local government
3.) The limited number of NGOs engaged with policy formulation, monitoring and service delivery in the water and sanitation sector.	<ul style="list-style-type: none"> • Training and capacity building of NGOs • Increase in funding through MIG, DWAF, NDA and other sources • Communications campaign with local government
4.) The limited capacity of existing NGOs actively engaged in the water and sanitation sector.	<ul style="list-style-type: none"> • Training and capacity building of NGOs • Increase in funding through MIG, DWAF, NDA and other sources • Accreditation of NGOs as trainers
5.) The lack of awareness of CBO and NGO services amongst government departments and local municipalities.	<ul style="list-style-type: none"> • Data base of NGOs and their skills and capacities • Documentation and dissemination of good practice in CBO and NGO service provision • Intensive communications campaign at all levels of local government
6.) The poor perception of NGO and CBO services by government departments and	<ul style="list-style-type: none"> • Raise independent funding and implement pilot projects to demonstrate NGO and CBO added value

services by government departments and municipalities.	<ul style="list-style-type: none"> ● Documentation and dissemination of good practice in CBO and NGO service provision ● Intensive communications campaign at all levels of local government
7.) The barriers to entry to service provision for CBOs and NGOs due to excessively cumbersome and demanding contractual procedures by local municipalities.	<ul style="list-style-type: none"> ● Changes to preferential procurement regulations to take into account no shareholding in CSOs ● Develop innovative procurement arrangements adapted to CSOs ● Document and disseminate examples of innovative procurement arrangements
8.) The weak level of national and provincial coordination between and among civil society organisations and networks.	<ul style="list-style-type: none"> ● Strengthen role of NSC in networking and communication at and between different levels ● CSO participation in provincial sector forums ● Support to provincial CSO Steering Cttees

3.3. Programme Results

The interventions outlined in the previous section are structured into the following six results which the Civil Society Support Programme aims to achieve:

<p>Programme Results:</p> <p>(vii) Communications programme: Meaningful dialogue established with local government through implementation of concerted, well resourced communications programme, with high level political support, to inform all sector stakeholders about the necessity for and value of civil society participation, and how it can be achieved, to include structured, ongoing engagement between representative of civil society and all three spheres of government;</p> <p>(viii) Community involvement: Increased numbers and capacity of CBOs engaged with municipalities in all stages of water and sanitation programmes, thereby increasing the efficacy and sustainability of these programmes, as well as providing services at community level in the operation and maintenance of water schemes, either as Water Service Providers, or contracted by them;</p> <p>(ix) NGO capacity building: Enhanced technical and management ability of existing NGOs providing water and sanitation delivery, monitoring and policy services;</p> <p>(x) Contracting of NGOs: Increased numbers of NGOs contracted by municipalities to deliver water services, and by provincial and national departments to carry out monitoring, policy roll-out and research activities;</p> <p>(xi) Non-service delivery role of civil society: NGOs and CBOs participating in the programme, with independent funding, in areas other than service delivery, i.e. in their monitoring, advocacy and awareness raising role.</p> <p>(xii) Civil society co-ordination: Increased coordination and networking between NGO and CBO participants in the Masibambane Programme, and structured in such a way as to continue beyond the life span of the programme.</p>
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The strategy recognises that the achievement of the first result needs to have the desired impact of changing perceptions and attitudes, otherwise results two, three and four will not be achieved (see Assumptions, Chapter 5).

3.4. Illustrative Activities

The following illustrative activities provide an indication of the key activities required to support the achievement of the Programme Results. These will be developed in more detail in the Business Plans (one national level BP and nine provincial BPs) that will guide the implementation of the programme. It should be noted that the responsibility for carrying out all the activities will be a shared one between the CSOs participating in the programme, and the different departments and spheres of government, as well as SALGA.

Programme Results	Activities
1. Communications programme	<ol style="list-style-type: none"> 1. Design and plan programme in consultation with key stakeholders, ensuring co-ordination with DWAF, DPLG and SALGA programmes. 2. Implement programme in national, provincial and local spheres. 3. Carry out annual stakeholder surveys to monitor effectiveness 4. Ensure effective CSO representation on national forums (MITTT, MCC, WSSLG). 5. Hold annual best practice/lessons learnt conference on community/civil society involvement.
2. Community involvement	<ol style="list-style-type: none"> 1. Support roll-out of MIG, particularly MIG policies on community involvement and people-centred approaches. 2. Promote community involvement in IDP reviews, Section 78 assessments, etc, through information and regulation. 3. Promote the appropriate use of CBOs in managing water services. 4. Conduct research and document good practice.
3. NGO capacity building	<ol style="list-style-type: none"> 1. Complete database of NGOs and capacity assessment. 2. Complete training modules and align to NQF. 3. Carry out accredited training of NGOs. 4. Facilitate the accreditation of NGOs and staff as trainers.
4. Contracting of NGOs	<ol style="list-style-type: none"> 1. Ensure changes to preferential procurement regulations to align with <u>broad based</u> BEE. 2. Develop innovative procurement arrangements, e.g. "rates only" tender, consortia, subcontracting, etc. 3. Lobby for target of 1-3% of MIG funds to CSOs 4. Monitor (DWAF & MIG) and report on work awarded to NGOs. 5. Conduct research and document good practice in contracting and in NGO delivery.
5. Non-service delivery role of civil society	<ol style="list-style-type: none"> 1. Investigate options (e.g. NDA, govt, donors) for funding for NGOs to carry out non-service delivery functions. 2. Implement pilot projects to demonstrate CSO added value. 3. Feed back lessons into communications programme.
6. Civil society co-ordination	<ol style="list-style-type: none"> 1. Ensure effective functioning of National Steering Committee and communication between NSC and provincial Steering Committees. 2. Ensure effective functioning of 9 provincial Steering Committees. 3. CSOs participate in provincial sector co-ordination structures. 4. In year 3, implement measures to ensure continuity of CSO co-ordination structures after end of Masibambane.

4. MONITORING

The Programme will be monitored through the following mechanisms:

- (i) The integration of appropriate Key Performance Indicators in the DWAF and MIG programme monitoring systems, and the collation of relevant data;
- (ii) Annual stakeholder attitude and perception surveys;
- (iii) Regular reporting by provincial and national civil society steering committees, through programme IAs, to provincial Masibambane structures, to the national Masibambane Co-ordinating Committee, and to the MIT3.

5. ASSUMPTIONS

A number of assumptions are made for the successful implementation of the strategy. **The assumptions involving the highest risk for failure of the programme are:**

- (i) ***The Communications Programme and other factors will be successful in changing negative perceptions and attitudes amongst sector role players, about civil society participation.***

This is a so-called "killer" assumption, because if it turns out to be an unrealistic one, the whole programme will fail. Considerable support from DWAF, DPLG and SALGA, amongst others, including high level political support, will be required to ensure that this is a valid assumption.

- (ii) ***Skills enhancement of NGOs will lead to greater quality of service and more appointments from local government.***

It is assumed that by improving the technical skills of civil society organisations the quality of services will be enhanced, and that this will enable NGOs to secure more appointments from municipalities. This assumption is made on the basis of an understanding that skills training alone is not a sufficient precondition, and that this needs to be complemented by other supportive factors such as an enabling contractual framework, supportive management capacity, and significant cross-learning with private sector institutions.

- (iii) ***It will be possible to secure funding for NGOs and CBOs to engage in non-service delivery activities.***

NGOs have been trying for many years to secure significant amounts of such funding, with limited success. It is not clear whether they will have greater success in the future.

6. IMPLEMENTATION

The implementation of the Civil Society Strategy requires the following processes to be conducted:

- i. Adoption of the Civil Society Strategy by the National Steering Committee of the Masibambane Civil Society Support Programme.
- ii. Further consultations with key sector role players to achieve consensus on the respective roles and responsibilities of DWAF and SALGA in leading and driving the implementation of the Civil Society Strategy, with more responsibility being assumed by SALGA than in the first phase.
- iii. Review and approval by SALGA and DWAF of National Business Plan.
- iv. Funding allocations made by DWAF for 9 provincial BPs.
- v. Development/revision and approval of 9 provincial BPs.
- vi. Implementation of national and 9 provincial BPs.