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**REPORT**

**ON**

**WILD COAST SDI ANCHOR AREAS  
INSTITUTIONAL REVIEW**

prepared by

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for

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**EASTERN CAPE SOCIO-ECONOMIC CONSULTATIVE COUNCIL  
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## 1. INTRODUCTION AND BACKGROUND TO THE RESEARCH

This study seeks to get a sense of the capacity of the institutions in the Wild Coast Spatial development Initiative (SDI) anchor nodes. These nodes are: Coffee Bay, Port St Johns, Cwebe/Dwesa and Mkhambathi.

It is understood that SDI works through existing institutions<sup>1</sup> or structures. However, these institutions are weak and are not properly organized and, as a result, SDI's efforts do not translate to positive results.

As part of its objectives this study aims to:

- develop a full understanding of local development institutional landscape of the Wild Coast SDI anchor areas;
- assess institutional capacity of local structures in order to equip them to engage in development activities meaningfully and effectively;
- devise and recommend an appropriate institutional model of community participation in development.

In order to accomplish the above stated objectives the research scope had to be clearly defined as follows:-

- to carry an audit of all the local institutions in the four anchor areas in order to:-
  - a) determine the participation procedures in development initiatives.

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<sup>1</sup> Institutions are local structures found in various communities in the Wild Coast SDI anchor areas. These structures perform various services and functions for their communities, allowing participation of their members. They have to meet certain criteria laid out on page 8 of this report.

- b) assess training needs of the institutions
- c) determine the institutions' understanding of development policy.
- d) assess the programmes in place
- e) determine the skills available within the institutions to engage in developmental practices.

## 1. INTRODUCTION TO THE AREA OF STUDY

The Wild Coast SDI stretches roughly from the Eastern Cape end of the province in the north at Port Edward to the East London coast in the south (see Appendix 1: map of the area). It covers the coastal areas of the Transkei<sup>2</sup> viz. Mkhambathi, Port St Johns, Coffee Bay, Cwebe/Dwesa and Nqabahra as well as some of the rural towns forming the Wild Coast like Lusikisiki, Flagstaff, Port St Johns, Umtata, Mqanduli, Mt Frere, Mt Ayliff, Idutywa, Libode, Ngqeleni, Centane, Elloitdale, Willovale and others. These towns cover mainly the Wild Coast District Council and to a smaller extent the Kei and the Amatola District Councils (See Appendix 2 : Map of District Councils).

There are other SDIs in the country and they each have different sectoral focuses. The Eastern Cape Province has two viz. Wild Coast and Fish River. Within the Wild Coast, where this study is situated, there are four anchor areas viz Port St Johns, Mkhambathi Nature reserve, Coffee Bay and Cwebe/Dwesa/Nqabahra (See Appendix 3 : Map of the Wild Coast SDI 4 Anchor areas). These anchor areas are in what is

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<sup>2</sup> This area of the SDI comprises what used to be the homeland of Transkei. Like other homelands and black communities it is underdeveloped. Untold misery, poverty unemployment and ill health are rampant.

known as the Transkei which forms part of the Eastern Cape Province and is one of the poorest provinces with a 64% poverty rate (HSRC 1996).

The wild Coast SDI area provides a beautiful scenery yet very poor and rural. It owes its beauty to its wild nature, beautiful forests and mountains coupled with its lovely holiday resorts found along the sea (See Appendix 4 : Map of Wild Coast SDI Holiday resorts).

This area has been identified as a priority area for development. Its been targeted because of its "unique combination of potential and development needs" (Sihlongonyane 1998:15). But because this potential has never been fully harnessed this has resulted in communities that have remained poor and disempowered (Sihlongonyane, 1998).

The objective of both government and SDI for this area is to bring both private and public sector and community resources together such that the economic potential of the area is fully utilized and employment facilities are possible for the development of the communities. (ECSECC INFO : Buletin No 3/4 (1997), Sihlongonyane (1998), Hosking & Jauch (1997). As suggested from some sectors, the proposed Wild Coast programme is seen as a "provincial expression of the overall national growth and development strategy (Sihlongonyane 1998). It is understood that government has earmarked the area for 'strategic business planning'. Its concept is based on "using natural resources as the engine for development" (Hosking and Jauch 1997). Hosking and Jauch lament the fact that the concept has not been implemented in any of the SDIs

which would entail amongst other things the construction of dams for water and hydro-electric power generation.

I believe that the relationship between race, class and locality on the one hand, and development on the other hand, is critical to the understanding these problems. The communities that are underdeveloped are poor and black.

Race, class and locality analysis alone, however, is insufficient to fully comprehend development issues in South Africa. Attention also needs to be paid on the role of gender. The number of women in the rural arrears, which comprise most of the SDI area, far exceeds that of men. Women are the caretakers and guardians of the land because most men move to the city as migrant workers (Southall, 1982). Southall attests that:

**In any one year, therefore, it may be presumed that over half the effective male work force of the Transkei ... was away ... and the burden of agricultural activity was thus shifted on to the young, women, the aged and the infirm.**

**(Southall) 1982:77)**

However a striking feature of these communities is the under-representation of women occupying leadership positions in the various institutions, meanwhile we know that women far outnumber men in the rural homelands and are in the majority as agricultural workers. They are the caretakers and guardians of the land because most men move to the city as migrant workers.

The Wild Coast SDI has many SMMEs mainly run by women like baking, brick & block making, poultry farming, sheep/goat/pig/cattle farming; gardening, sewing, knitting, beadwork and other arts and craft as well as cultural activities to promote indigenous artifacts and traditional cooking and dancing.

The infrastructure in this region is very poor consisting of poorly resourced hospitals and clinics, collapsing road-networks if not graveled, thus making driving on such roads extremely harzadous and longer than necessary (especially the routes between Port St Johns to Lusikisiki and Flagstaff to Mkhambathi's Nature Reserve). The poor roads undoubtedly have negative effects on the tourist locations in the area. The poor transport system adds to the problem as a result attempts at development will be thwarted. People walk long distances to service providers like clinics, schools, church and other public facility centers as well as to water sources and forests to fetch water and collect firewood. It takes about 5km to walk to the nearest medical facility (Everatt, Jennings & Stevens 1998). 68% of the households in the Wild Coast SDI area have no access to water, and 92% have no sanitation facilities (Everatt, Jennings & Stevens 1998). Unemployment figures stand at 71% for women and 56% for men. The proportion of households with an annual income below R12000 is 64% and 58% of the households find it impossible to feed their children (Everatt, Jennings & Stevens 1998). These figures give a very gloomy picture with regard to the socio-economic status of the area. One is able to observe communal taps at the road side, and electrification system is under way in a few places. Another common site observable is that of the pit latrines for most households.

On the political front, the popular opinion is that the African National Congress (ANC) commands the majority of support in the Wild Coast SDI area and has made quite a great impact. The fact that a large percentage of the population is ANC aligned has resulted in the spirit of



'comradeship' to traverse in all matters affecting the communities of the Wild Coast SDI area. Because communities have a common vision and a common goal with regard to socio-political issues affecting their region, working together on matters affecting their communities has been easy. There is a spirit of comradeship that prevails amongst the members of the communities and across different institutions. One notices that the same people that are members in some institutions are also members in other institutions as well, thus recycling membership. This therefore means the same ideas prevail across institutions. For instance, a member of the taxi association could be in the executive committee for TRC and still be a member of the Farmer's Union.

One therefore can conclude that the ANC has had an impact on the institutions in the Wild Coast SDI area. The developmental programs that are being tackled by institutions are motivated by the ANC policy to a large extent as there is not much dissension in terms of other political affiliations that has been observed. This does not mean to say that there are no other political parties in the area but what it means is that the other parties do not seem to pose a great threat vis-a-versa thwarting the development programs by institutions or threatening the "we feeling" that is found in the area. However it needs to be stated that recently the United Democratic Movement (UDM) seems to be making inroads as a new party in the area. It has managed to make its presence felt amongst the youth of Mthumbane Township in Port St Johns. It is also perceived to have stalled the process of the formation of CPAs in the Coffee Bay area by discouraging the Traditional leaders from being part of the process. In other nodes it has not had any luck. However it is not the intention of this study to look

into the political dimensions and activities for the various parties.

## 2. THEORETICAL FRAMEWORK

In order to establish a theoretical foundation for the position taken in these discussion there is need to address a multiplicity of disciplines.

Sociological perspectives on societies and communities in transition provide a useful framework in terms of highlighting tensions between democracy and accountability, democracy and slow delivery, democracy and social change as well as issues of equality and equity. Liberal democratic perspective holds that poverty, widespread illiteracy and hierarchical social structure are inhospitable conditions for the functioning of democracy (Varshey: 1998).

Its been observed already by many proponents of democratic theory that democracy suffers from serious weaknesses and from many threats at institutional and cultural levels to mention but a few. There is no doubt that it requires a powerful and diverse civil society and broad participation by the whole society in public affairs. What is often observed is that even where there is civil society, it is often weak, fragmented and is lacking in the organisation needed for effective participation. The very institutions themselves provide inadequate opportunities for participation (Varshey, 1998).

Political Science perspectives on the other hand offer more clarity on the question of freedom. When one assesses democracy and social change in South Africa in particular

the rural areas one realizes that the freedom occupies a center stage. A critical question however to pose is : What does this new freedom achieve for the rural communities if it does not include the ability to influence important fundamental economic decisions?. Political scientists argue that it is the powerful, investors and those with the financial muscle that dictate to make important economic decisions. This ends up with disempowerment, dislocation and increased poverty for the rural poor communities.

Development planning theories look at the problem in terms of poverty, weak local development structures, lack of participatory and integrated development planning and the devalue for quality of life.

Participatory planning perspectives offer contradictory viewpoints about people's participation. Classical modernisation theories for instance see people's active participation problematic to economic growth. "Too much involvement of the masses in decision making would impede growth, because ordinary citizens lacked the foresight and imagination required to plan for the future". (Martinussen, 1995:232). Other modernisation theories support broad public participation in political life provided it is properly organised and controlled. They contend that it should be channeled through established institutions functioning in consensus with the government's overall policies (Martinussen 1995).

Marxist - inspired class and state theories support the relationship between mass participation and economic growth but question the specific forms of economic development that would arise based on the pattern and extent of public

participation. They are concerned with the unequal participation of the different social classes with regard to the different opportunities for influencing decision making. Their argument is based on the fact that its only the most powerful classes, those with strong organisational infrastructure and easy access to the state that would benefit them (in terms of shaping development patterns) (Martinussen 1995). Class and state theories further argue that it is only the best organised and the most economically powerful social classes that would dominate both production and market (Martinussen 1995). Yet other modernisation theories attest to the benefit of people's participation for the promotion of economic development coupled with government's support. After all this participation would in the long run benefit national development. Everybody stands to gain from this venture.

What is important with these different theories is a recognition that the development process does not simply distribute benefits according to needs, merit or effort but that the distribution is determined by economic and political power. It is vital therefore for each community group to be properly organised in terms of common interests in order to benefit from any economic growth. In keeping with the goals set out in the RDP, the challenges of meeting basic needs, developing human resources increasing participation in the democratic institutions of civil society and implementing the RDP to its fullest can all be realised when adopting this integrated approach to development.

### **3. THE RESEARCH PROCESS**

For this type of study, previous studies on SDI projects and other related studies done elsewhere had to be reviewed. A

combination of methods of data collection were used ranging from interviews, questionnaires, RRA<sup>3</sup> and focus groups.

Two types of questionnaires were prepared, one for the institutions which also incorporated the RRA method and the other for the Transitional Local Council (TLC) and the Transitional Rural Council (TRC). A structured questionnaire was administered to the 50 institutions in the four anchor areas. An interview guide was prepared and five interviews were conducted on informants purposively sampled because of their expertise. Focus groups were conducted for homogenous prioritized institutions.

#### I) Interview questionnaire

Using a semi-structured questionnaire on a focused ideal sample of 50 institutions, interviews were conducted questioning institutional leaders about their institutions. Firstly a set of criteria was set out that determined what would qualify as an institution. The rationale behind this qualification was to avoid any possibilities of abuse with regard to what qualifies as an institution and what does not. A snowball effect was used to trace 'legitimate'<sup>4</sup> community institutions. Having identified the community structure, leaders of the said institutions were also targeted and from them the proposed set of criteria had to be solicited and tested.

The following information was sought from the interviews:

- data pertaining to the institutional capacity vis-à-vis skills availability

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<sup>3</sup> Rural Research Appraisal (RRA) is a method that the respondents as analysts rate their informants.

<sup>4</sup> 'Legitimate' institutions are those institutions that meet the criteria set on page 8 for what qualifies an institution.

- data teasing out the activities of institutions on development strategies
- data suggesting training needs and other supportive systems desired
- knowledge and experience in development
- perceptions of SDI and knowledge of the Land Development Objectives Act (LDO).

Three student assistants administered the questionnaire and helped with focus groups. The interviews for key informants were conducted by the author of this report. Information collected through the questionnaires was analyzed and interpreted to establish the capacity of these institutions through the various programs and skills offered within the institutions. Needs were identified by posing questions on education and training experience, joys and frustrations, community involvement and development undertakings, perceptions of and attitudes towards development and SDI. The questionnaire also covered information on participation in development related initiatives, levels of involvement as well as previous involvements in SDI related issues and programmes. Institutions' knowledge on land issues and other related issues were also covered.

The questionnaire was accompanied by other instruments, viz the focus groups, standardized structured questionnaire and the interview guide for key informants.

(b) Focus Group

This instrument was designed to cover specific issues administered to homogenous groups. The target population was the institution again. Six focus groups were

conducted: Farmers, Development Forum, SDI committee, TRCs, Traditional leaders and Women's group (Masizame Cultural group). Attention was paid to get a good mix, both from government related structures as well as the non-governmental organizations. Gender sensitivity was also taken into consideration. Also the rural and the not so rural structures were targeted for focus groups. Topics addressed in the focus groups covered communities' participation in development processes, their understanding of development, their needs, institutional collaboration, methods of approaching communities for development and viability of institutions and sustainable development strategies. The groups also discussed the formation of legal entities in their communities, what the stumbling blocks were and what processes had been used to carry the exercise forward, what their successes and failures were and how the latter have been handled and resolved. Each focus group took an hour to two hours to complete.

(c) Unstructured interviews for key informants

Five key informants were interviewed. For key informants, the RRA method of research was used to gather information on their understanding of SDI's objectives and implementation and how they thought SDI would realize its objectives. Their experiences from SDI or other related projects were sought in order to help with issues of local participation for communities.

d) Structured Questionnaire

The questionnaire looked into the integrated development activities of the TLC and the TRC.<sup>5</sup> The aim was to identify training needs of employees with a special emphasis on the development and implementation of:

- human resource capacity
- organizational processes (tasks and skills)
- training needs for effective functioning.

Task Analysis

The questionnaires and interviews were analyzed to give a better sense of the capacity of these two critical institutions (TLC and TRC) and assess their needs.

Recordings were made from the focus groups and interviews of key informants. These recordings were then transcribed from tapes and analyzed. This involved a lot of work as no computer package was available to do the analyses from focus groups and interviews of key informants. The questionnaires were coded, computerized, analyzed and interpreted using the SAS program.<sup>6</sup>

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<sup>5</sup> This standardized instrument was incorporated from a previous study done to assess the administrative and development management skills of the TLC and TRC.

<sup>6</sup> The statistical analysis system (SAS) is a software computer program that analyzes quantitative data.



#### 4. FINDINGS

##### In a nutshell

'Thumbnail' sketch of the Wild Coast SDI institutions include governmental or semi governmental organisations as well as community based structures.

##### INSTITUTIONS IN THE WILD COAST SDI AREA

Development Foundation/Forum  
 Transitional Rural Council (TRC)\*  
 Transitional Local Council (TLC)\*<sup>1</sup>  
 SDI Committees\*  
 Farmers Association  
 Tourism Association  
 Agricultural Association  
 Youth Groups  
 Hawkers' Association  
 Traditional Leaders/Contralesa\*  
 South African National Civics Organisation\*  
 Transkei Council of Churches (TCC)  
 Transkei Chamber of Commerce/Business  
 Taxi Associations  
 Teachers' Association (SADTU)  
 Women's Organization  
 Backpackers Association  
 Restructuring and Development Program (RDP)\*  
 Presidential Project Team  
 Health and Welfare\*  
 Forestry\*  
 District Council

<sup>1</sup> Asteriks refers to government institutions.

- 3.1.1 The 'typical' institution will have at least three to four of the following criteria:
- constitution or working document
  - membership rooster
  - executive committee
  - laid out funding sources and objectives
  - proof of meetings e.g. minutes, agenda,
  - board of directors/trustees or any functional alternatives.

The institutional profiles of the different areas is analysed under the following themes:

1. Membership size and funding
2. Knowledge and capacity
3. Participation
4. Training received
5. Programs and projects
6. Problems and needs
7. Summation
8. Recommendations

#### 4. INSTITUTIONAL PROFILE OF PORT ST JOHNS

##### INSTITUTIONAL DOMINANCE: PORT ST JOHNS

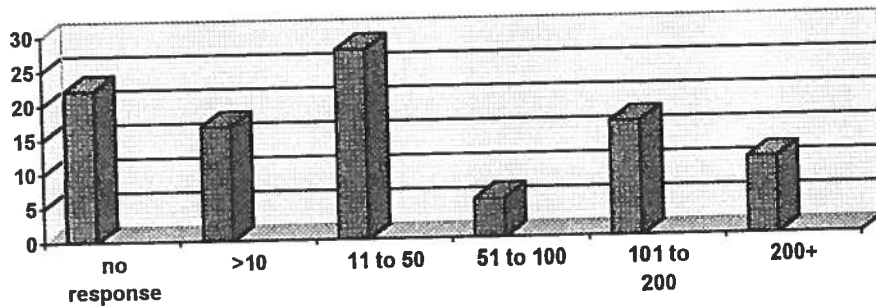
INSTITUTIONS	FUNCTIONS	SDI-RELATED
TLC	Development	yes
TRC	development	yes
Sanco	development	yes
Trad. Authority	development	don't know
Taxi assoc.	transport	no
Business	business	-
Mthumbane dev.	development	yes
Mthumbane youth	development	yes
Residence assoc.	development	no
Dev. Foundation	development	yes

Tourism	development	yes
Farmer's assoc.	development	yes
Hawker's assoc.	business	no
Fisheries	development	yes
Women's Org.	business	yes
SDI committee	development	yes
Teacher's assoc.	development	don't know

As observed from the picture above, Port St Johns has many institutions and quite a number are involved in development.

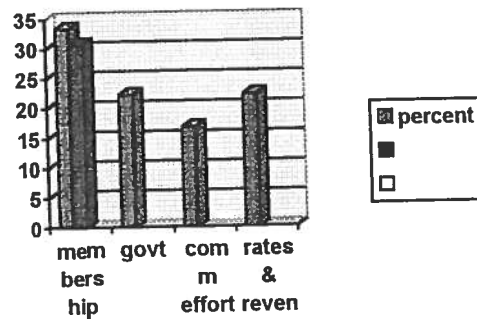
4.1 Membership size and funding

Fig # 1: MEMBERSHIP SIZE: PORT ST JOHNS



A majority of the institutions in this area has a smaller size membership of less than 50. Twenty eight percent (28%) of the institutions has a membership of 11 - 50 and only 11% of the institutions has more than 200 members. Community based institutions tend to have smaller membership of less than 50.

With regard to funding of the institutions in the Port St Johns area, the following picture emerges:

**Fig # 2: SOURCE OF FUNDING**

The above picture reveals that the majority of the institutions in Port St Johns get funded by their members' efforts as shown by the 33% while 22% get funds from government. Another 22% of the institutions generate their funds from ratepayers and 17% relies on community efforts like fund-raising drives.

#### 4.2 knowledge and capacity

Respondents were asked whether they were aware of their rights with regards to involvement in development plans about their own communities. 61% responded that they were aware and 28% said that they were not aware that they have rights to either be involved or refuse development initiatives. However, only 50% of the leaders of the institutions have not made their members aware of their rights and 17% have made their members aware (the rest, 43% did not respond to the question).

The majority of Port St Johns institutions are aware of the newly proposed LDO act. They would however still welcome further discussions on this from Government. The problem that respondents have with this LDO is based on its implications. There are fears, especially from

Farmers and Traditional Leaders that this may come up with complications of land invasions.

The following community development activities have been embarked upon in the Port St Johns area: agriculture/irrigation, housing/school and road construction, water and electrification.

#### 4.3 Participation

Port St Johns' institutions are involved in collaborative work, especially the community based sectors. Institutions that are engaged in similar work are Mthumbane Youth Organization, Mthumbane Development Forum, Residence Committee, Hawkers Association and the TLC. Their activities involve the cleaning campaign of the town as well as fighting crime in the area. A network of this nature needs to be further nurtured for development related activities. Already the Youth of Mthumbane and the Developmental Forum are involved in road construction in their villages.

SANCO, a structure that would have been responsible for bringing together all local structures is no longer a functioning organ, other structures have usurped its functions, namely the Mthumbane Youth. This has resulted in tensions between the two groups which the TLC has tried to solve with little success.

The teachers' association has also worked closely with both TLC and TRC, running workshops in conflict resolution and financial management.

These sectors have a lot of skills to share. Business is involved in discussions on the upgrading of Port St Johns town entrance development and the construction of

a taxi rank. Business has worked closely with the Women's group, TLC, Tourism and the Development Foundation. This has been made possible because more often than not the very same people form these forums. This on its own has further implications for development. For instance, business people are also members of the Development Foundation, members of Tourism, members of the Farmers' association and members of the Residence committee as well as TLC.

TLC, Mthumbane Youth, Mthumbane Development Forum and Residence Association have forged links in areas around fund raising to build community schools, hold seminars, and training workshops and construct roads and houses. The latter seems to be a priority area for development. 66.7% of the institutions in the area claim to be involved in development projects and only 22.2% are not.

#### **4.4 Training received**

The following areas were identified as areas where training had been received:

Agriculture/Irrigation
Housing/Road development
Electrification
Water development
Resource Management
Conflict Resolution
Financial Management
Candle Making
Arts and Craft

However it was indicated that more training would be welcome. This training was organized through workshops

and seminars. There was a suggestion that the media and imbizo could also be used to provide training on an ongoing basis. 44% of the institutions responded that training had been successful, 16.7% said it had not, and 39% did not respond. It seems that lack of resources pose a problem to the provision of training for the Port St Johns institutions.

#### **4.5 Programs and Projects**

There is a project to transform Port St Johns especially the entrance area to town which involves different institutions: Development Foundation, Hawkers Association, Taxis Association, TLC and Business. There are also other projects that are underway like the clearing of the shore areas along the sea, revamping the Holiday resort and the 'Keep Port St Johns Clean' campaign.

There are also plans already in place through the community based structures, (Tourism, Cottage Owners, Business, Fisheries, Forestry) and TLC to preserve and encourage indigenous plants in the coast of Port St Johns. Port St Johns has been identified as one of the critical bio-diversity sites in terms of plants. The community based sectors working with local engineers are clearing the coast and studying the trees to preserve the indigenous ones.

The TLC and TRC as recognized structures and very popular with people are involved in management responsibilities for their communities as well as in developmental functions.

#### 4.6 Problems and Needs

Training workshops in conflict resolution, financial management, tourism. There a need for the SDI to take the community based sector seriously as they can help in the empowerment of the communities. There is also a need to strengthen the collaborative efforts already forged by some institutions. Business, Farmers, the Development Foundation are all critical of SDI. The criticism comes from a perceived lack of interest from SDI on the development plans and suggestions from these structures. They are of the view that SDI ignores their suggestions.

TLC and TRC have been generally perceived as the most important structures by most institutions yet there is hardly any collaboration between these two 'critical' structures save the workshops organized by teachers. In as much as they operate in different contexts one rural and the other urban, they should be knowledgeable at least about what goes on in each other's sphere. Both entertain fears that the one gets preferential treatment at the other's expense. For instance with regard to government's allocation of resources TRC is of the view that government has marginalised them, in favour of TLC, that training and other types of support is targeted for TLC.

#### 4.7 Summation

It has been observed that Port St Johns has smaller membership sizes of institutions (less than 50). There is therefore all the need to combine forces in terms of institutions involved in development in this area. A single institution cannot address all the challenges posed by development for the Port St Johns communities,



but when institutions are drawn in from various segments of the community, much can be achieved.

With regard to the community based sectors in Port St Johns, some partnerships need to be forged with government structures like TLC, TRC, chiefs, SDI committee. The community based structures have a lot of skills to share as Government has not had much experience in the area as well as its organs like TRC and TLC. The latter do not have the capacity nor the experience in managing sustainable development. Community based structures have the capacity and therefore have a critical role in facilitating development in communities as well as building the capacity for the institutions operating in the area. There is a need for SDI and Government to take the community based sector into their confidence and acknowledge their potential and allow them together with local institutions to drive the process for the realization of a sustainable development. To drive this process the infrastructure needs to be improved namely in the areas of communication and transport.

Because the same people serve on these different institutions a recycling of members happens and this has implications for development. When people serve on the community structures or run their own businesses they may not fully give their services in Government sectors that are already poorly resourced and lack incentives. There is also a problem of exploitation of people by Government.

One can conclude that programmes must be difficult to run and promote under these circumstances---when the majority of the support is the members' contributions.

The formation of the CPA has not taken place in Port St Johns. The community blames the delay on the lack of facilitation in the area. The facilitator is hardly seen around the communities. They have not been fully briefed on the process by SDI.

#### 4.8 Recommendations

- a. Government needs to provide funding as no real development can succeed with members' contribution only.
- b. TLC's and TRC's need to work closely with one another so as to keep abreast of each other's activities. This would also help to dispel notions of one gaining at the expense of the other. So joint training programmes should be organised.
- c. Effective collaboration and cooperation across institutions, especially between the TRC and the TLC needs to be encouraged and nurtured.
- d. Joint training forums of TLC and TRC should be encouraged and strengthened.
- e. A type of partnership between on the one hand and the community based sector and other community based organizations and, on the other hand, Government needs to be forged.
- f. Government needs to facilitate more discussion on the LDO, CPA and related issues.
- g. Provision of resources for ongoing training through the media and imbizo.

- h. SDI and Government need to take the community based sector into their confidence and acknowledge their potential and allow them, together with other community based organizations, to own and drive the process of development.
- i. The infrastructure, transport and communication, need to be improved in order to drive this process.
- j. The recycling of personnel who serve in several institutions needs to be looked into as it may impact negatively on development.
- k. More training workshops are needed on agriculture, housing and road construction, electrification, water, resource management, financial management and arts and craft.
- l. There is a need to conscientize people in using their rights in terms of making their choices in decision making.
- m. Institutional leaders should pass on information to their members, they need to know that their members have rights to information that affects their live

##### **5. MKHAMBATHI'S INSTITUTIONAL PROFILE**

The following structures were identified in the Mkhambathi area:-

INSTITUTIONAL DOMINANCE: MKHAMBATHI

INSTITUTIONS	FUNCTIONS	SDI-RELATED
TRC	Development	Yes
TLC	Development	Yes
Trad. Authority	Development	Yes
Business	Development	No
Health and welfare	Health promotion	No
Forestry	Development	Yes
Agriculture	Agriculture	Yes
Tourism	Development	Yes
SDI Committee	Development	Yes
Bambanani Cultural	arts and craft	No
RDP	Development	Yes
SANCO	Development	Yes
Taxi Association	Business	No
Hawkers' Assoc.	Business	No

**5.1 Membership size and funding**

A majority of the institutions are small with membership size of 11 - 50. Very few institutions have membership of 100 and more. With such a small membership size it means that not many programs can take place and as a result development suffers. Funding is also problematic with the majority of institutions funded from members' contributions.

**5.2 Knowledge and capacity**

The TRC and the facilitator has been monitoring and facilitating the formation of the various committees and spreading word into communities about the SDI related projects. They (TRC) also provide transport whenever

it is needed for community members, to facilitate the attendance of workshops and meetings. The facilitator and the SDI committee in this node have contributed quite a lot in empowering institutions and keeping communities abreast of the development programme. The communities are aware of SDI and its activities and are also aware of the LDO even though not well vexed with its implications.

### 5.3 Participation and development

In this area most of the institutions are involved in the SDI related development activities. The TRC, TLC, Traditional Authority, SDI committee as government related structures which perform community development work have been most active in this area on a collaborative basis. It has been observed that the structures that can be further re-enforced to work together (of which some are already working together) are the TRC, SDI committee, and Traditional Authority. Business can be incorporated to combine forces with the above three institutions. Business is impatient with the delay with regard to the process of preparing for investors.

The traditional authority also wishes to be part of these development initiatives and is very encouraging on the development of the area. The chiefs and the tribal authority welcome development and encourage partnership for the success of the projects. They understand that the promotion of development will result not only in employment facilities for the members of the communities but will also result in improvement of their communities.

#### 5.4 Training received

Training has been received in agricultural and stock farming from the Department of Agriculture. Women were also trained on how best to look after their vegetable gardens and chicken farming by the same department. TRC has provided information to the Traditional leaders on land issues and what processes are involved in the leasing and selling of land. Both SDI and TRC have been instrumental in explaining the question of development and what communities stand to benefit in their involvement in development issues. SDI and TRC have offered training in conflict resolution and land development.

### 5.5 Programs and Projects

A number of projects have been organised by TRC which is the most recognised structure and the most popular in Mkhambathi.

These include: the construction of roads, building pre-schools and houses, putting up community gardens, organising transport to facilitate training workshops attendance.

A women's network, Bambanani Cultural Group focuses on nutrition and gardening. The group is involved in poultry farming, gardening and sewing. They work closely with the department of Health and Welfare in the promotion of health and nutrition in pre-schools. Plans are already underway to link agriculture with this network and the department of health and welfare. Health seems to be considered the most important aspect of life in this area.

### 5.6 Problems and Needs

The needs of this node include the following:

- construction of tarred roads especially the main road from Flagstaff to Mkhambathi Nature Reserve
- electrification of the communities in the Mkhambathi area
- provision of water to all the communities
- building of clinics and schools
- providing a petrol filling station in Mkhambathi for the convenience of tourists and other motorists.

Other needs are in the area of job creation. There is a great need for employment. Mkhambathi being an agricultural area, agricultural production (on a small scale) is greatly needed and training facilities will be greatly welcomed by

community members. Chiefs would also like to see the area being utilized for stock farming and forestry.

There is already some agreement on how to utilize the land around the Mkhambathi area. However, disagreements are on the question of the LDO, mainly because the chiefs are not vexed with the Act. They are uncomfortable with leasing land over long periods of time and are totally against selling the land. They consider land to be a very highly priced, sensitive investment that should be nurtured and guarded carefully. They warn strongly that the period of leasing should be seriously considered, and that this should depend on what the land is going to be used for. Institutions request on-going workshops on land related issues.

Supervision of development is difficult considering the location of where these activities are. Mkhambathi Nature Reserve is a very long distance away from its administrative place; this is exacerbated by the poor road system which makes traveling almost impossible to achieve. This need came strongly from the business and health sectors.

### **5.7 Summation**

A lot of facilitation on the development process has been achieved in this area. There is agreement between TRC and Traditional leaders that the development process should continue in stages and that the process should be divided into short term and long term projects. This process will allow for the smooth operation of events and will further give more and more people a chance to benefit from the development profits.



There is team spirit amongst the various institutions in this node. The TLC and TRC in Lusikisiki work closely together on the question of improving the transport and communication system in the area. The skepticisms that one finds between the TLC and TRC of Port St Johns do not exist here. There is mutual co-operation between the TLC and TRC of Mkhambathi.

The process of the formation of the CPA has been going on well involving Traditional Leaders and other institutions until SDI confused the whole process by conveying contradictory messages, on how representation on the CPA formations should be done, directly to the institutions in total disregard of the existence of the facilitator.<sup>1</sup> This has led to the stalling of the process as the community is figuring how to proceed with the process. The communities are reluctant to get representation from outside their communities, in fear of being deceived by such representation as alluded by the SDI. It seems the idea of community representation needs further treatment.

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<sup>11</sup> It needs to be said that the facilitator for Mkhambathi is a very committed person who takes development issues very seriously and honestly. She is well conversant on the whole process of development and has tried to empower her community. Its not surprising that Mkhambathi has done collaborative work with different institutions, including Traditional authorities which is problematic in other areas, and inspite of the infrastructural constraints in the area. She should, in my observation be a model for the other facilitators to emulate. Her contribution to the development agenda would improve if she had the resources - transport, at her disposal.

## 5.8 Recommendation

- a. Government needs to provide seed funding for the institutions so that they do not rely on members' contributions only to succeed in development.
- b. There is a need to strengthen the already existing plans to link agriculture with the women's network and the department of health and welfare.
- c. Provision for electrification, water, building of clinics and schools is a necessity.
- d. Construction and maintenance of tarred roads, especially from Flagstaff to Mkhambathi Nature Reserve needs urgent attention as no proper development can be realised under such poor infrastructural conditions.
- e. Training in stockfarming and forestry and how best to utilize the land.
- f. Job creation and agricultural production needs attention.

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- g. The institutions' vision of collaboration and cooperation amongst TLC, TRC, SDI Committee, Traditional Authority, Women's Group, Health and the Business sector needs to be further strengthened and encouraged.
- h. More information workshops need to be held in order to appraise Traditional leaders on the positive

implications for the implementation of the LDO especially the land leasing arrangements.

- i. Attention needs to be focused on the provision of primary health care facilities, as it is seen as the backbone for the survival of any development initiative, by the Mkhambathi communities.
- k. The concept of 'community participation' should be left with the communities themselves to drive the process.
- l. SDI to provide transport for the facilitator whose contribution would greatly improve with such a facility at her disposal.
- m. The idea of a petrol filling and service station needs to be attended to.

## 6. COFFEE BAY'S INSTITUTIONAL PROFILE

### Institutional dominance

The following picture shows the institutions in Coffee Bay and the type of activity they are involved in.

### INSTITUTIONS IN COFFEE BAY

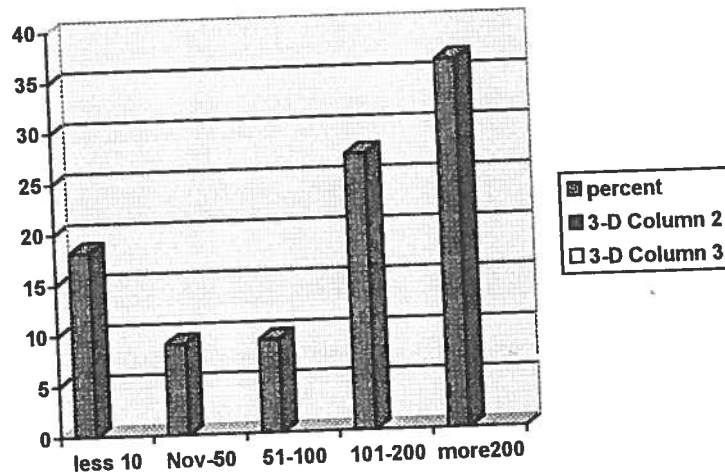
INSTITUTIONS	OBJECTIVE	SDI-related
TRC	development	yes
TLC	development	yes
SANCO	development	don't know
Trad Authority	development	yes
Church	development	no
Business	self-employment	no
Taxi Association	transport	no
Farmers Assoc	development	yes
Masizame Women's cultural group	development	yes
Teachers' Assoc.	development	no
Hawkers' Assoc.	self-employment	no
Tourism	development	yes
Health & Welfare	development	no
SDI committee	development	yes
Backpackers	development	don't know
Agriculture	development	yes
RDP Committee	development	yes

Eighteen (18) institutions are found in Coffee Bay and of those, 13 (87%) of them are involved in development related activities. Fifty percent reported to be doing SDI related projects like encouraging tourism, fishing, and arts and craft.

### 6.1 Membership size and funding

The following table reveals the membership size of the institutions

Fig # 3: MEMBERSHIP SIZE OF INSTITUTIONS: COFFEE BAY

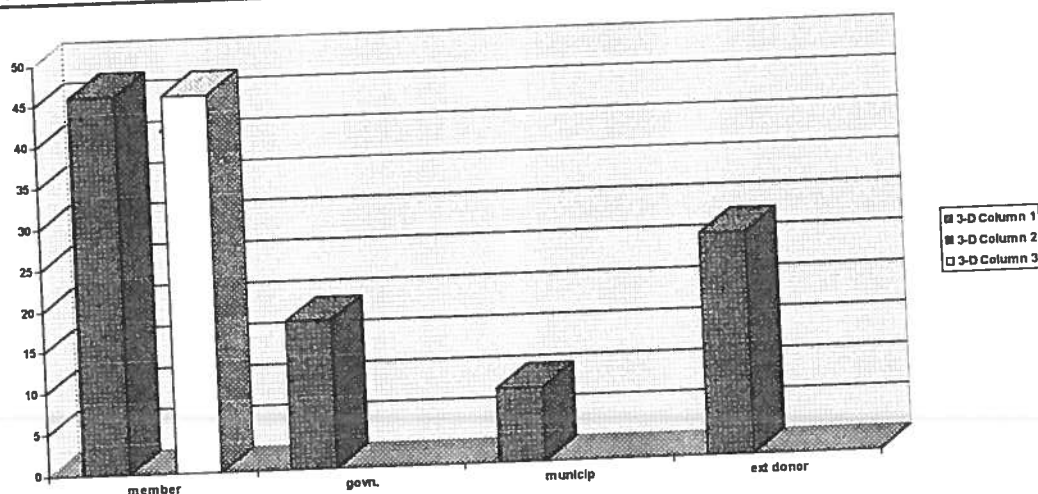


The above Table shows that a majority of the institutions in the Coffee Bay area have a membership size of more than 200 which is reflected by 36%. Twenty seven percent of the institutions have a membership size of 101-200. Only 18% of the institutions have less than 10 members in their structures. The majority (63%) of institutions have a membership size of more than 100. A mixture of community based and government institutions make up this big percentage.

Most of these institutions (46%) rely on members' contributions for their survival while (18%) are funded by government through subsidies and grants, 9% of the institutions are supported from municipality revenues and rates, and only 27% get funding from external donors. This therefore means that the majority of the institutions in the Coffee Bay node cannot perform their functions well because of the lack of funding as revealed by the above statistics. As a result the institutions remain weak and unable to provide any services needed by their communities.

A significant percentage of institutions (62%) considered funding problems as major constraints preventing them from building capacity of their members.

**FIGURE # 4 : TYPE OF INSTITUTIONAL FUNDING: COFFEE BAY**



- member - membership contributions
- govn. - government funding (subsidies and grants)
- municip - municipality revenue and rates
- ext. donor - external donors

## 6.2 Knowledge and Capacity

With regard to the institutions' involvement in development and other activities in the communities, their capacity and

knowledge was examined. With regard to institutional leaders rights and their involvement in community development processes, it was found that (91%) of the institutions are aware of their rights and only (9%) reported not to be aware of their rights in community involvement. Seventy three percent (73%) of the institutional leaders reported that they had made their members aware of these rights while only 9% had not. However, (64%) of the members had made good use of their rights by exercising their rights in matters affecting their communities.

A majority (82%) of the institutions are aware of the newly proposed Land Development Objective (LDO) and only 18% reported not to be aware. Responding to the possible implications this LDO may pose for communities, (36%) felt that it has brought about a lot of confusion and many complications. Twenty seven percent (27%) reported that they would need more workshops to understand its implications.

The tribal authority is uncomfortable with the implications of the LDO and most of them have not taken a position. Even though a majority of community members have heard of the LDO, they do not fully understand its implications vis-à-vis ownership and leasing arrangements. The leadership of these institutions still needs to explain these issues to the people. People are eager to know more on the LDO as indicated by 91% who responded positively.

### 6.3 Participation

A majority of institutions (91%) reported to have a good working relationship with their members and this is largely due to commonly shared visions ('that of developing their communities' as was expressed by the chairperson of the TRC)

and positive communication amongst members and between members and the leadership as reflected by 64% of the institutions. Eighty two percent (82%) of the institutions reported to have institutional linkages. These were reported to be business, TRC, TLC, SANCO, Taxi, hawkers, SDI committee, and chiefs, in the areas of keeping the environment clean and promoting a safe and secure leaving conditions by fighting crime in their communities. They have also worked together in resolving conflict around the taxi industry.

#### 6.4 Training received

Workshops have been organised around keeping the environment safe and clean and how to prevent soil erosion by TRC and SDI. TRC members have received training from SDI on financial management and book - keeping as well preparing them on the implementation of the CPA for rural communities. TRC has organised workshops on tourism training which has attracted young people, as well as in information generation, consciousness raising and dispute resolution.

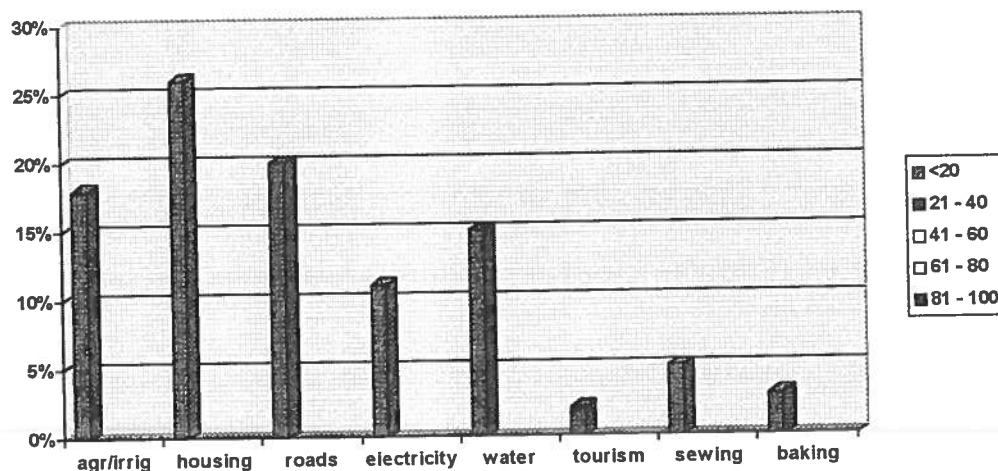
#### 6.5 Programs and projects

The services that are rendered by the institutions in the Coffee Bay area range from holding workshops in conflict resolution, encouraging participation as well as organizing linkages which account for 36% of the institutions, those that offer information generation and encourage linkages make up 18%. Seventy three percent (73%) of the institutions in the Coffee Bay area have been involved in road construction and housing development.



Respondents were asked to indicate which programmes they had conducted for their members. From the findings the following statistics emerges with regard to the demands made for the programmes: agriculture and irrigation 18%, housing development 26%, roads development 20%, electrification 11%, water 15%, tourism 2%, sewing 5%, baking 3%. The following graph reveals the picture.

FIGURE # 5: PROGRAMMES: COFFEE BAY



As Figure 5 indicates, it seems more attention has been paid on housing development programmes (26%) and roads (20%) and less attention on tourism (2%) and baking (3%). This reflects the interest and the need of community members as suggested by the level of priority they gave to the programmes. The level of participation was highest in housing development and agricultural programmes. However from talking to other members it seems that the water

project is almost complete with phases 1-5 completed. A few more areas still need to be tapped. The Presidential Project Team has also provided some few households with tap water.

Twenty roads leading to schools, clinics and the hotel have been tarred so far in Coffee Bay. Workshops in road construction, housing and conflict resolution have been organised and conducted by the TRC and the SDI committee. Discussions have been going on from the ANC office and the RDP committees on land issues.

#### 6.6 Problems and needs

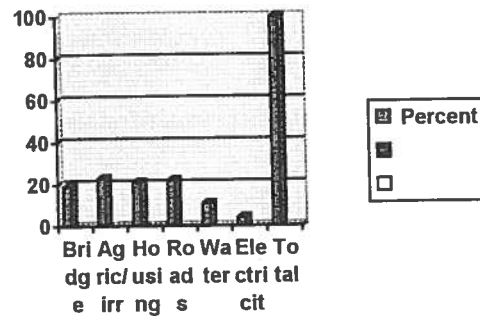
There are problems with some aspects of the development process. The process of establishing the Community Property Association (CPA) has been halted because of the simmering conflict between the Traditional authority and the coordinating committee that is working on the formation of the CPA. It seems that there are problems that have arisen vis-a-versa the composition of the structure as a result the chiefs that were members of the committee have withdrawn from the process. There has not been any progress as a result of this withdrawal in Coffee Bay. It is believed that the chiefs are unhappy about the manner the land issues are handled and they now seem not to be in favour of the establishment of these committees and the entire process of the distribution of land. It seems they have had a re-think in terms of their involvement in this process in giving away (either through the lease or outright payment) land for development.<sup>2</sup>

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<sup>2</sup> One should not, at the same time, lose sight of the period and time during which all these events are taking place - the campaign towards elections. It is also a well known fact that the newly emerging United Democratic Party (UDM) enjoys a biggest following from chiefs and the tribal authorities. They may very well be another agenda.

The institutions interviewed reflect a need for training programs in bridge construction (19%), agriculture/irrigation (23%), housing (21%), water (11%), electrification (4%), roads (22%), as Figure # 6 reveals.

**Fig# 6: TRAINING NEEDS : COFFEE BAY**



The reason for training needs in the above areas is further exacerbated by the expectations of employment availability. Peoples' expectations have been heightened that employment opportunities are going to be available, so in preparation and anticipation of that eventuality, they have to get training.

Training needs were also expressed in the areas of management, administration, supervision, planning as well as in decision making, through workshops and seminars as well as through the media. For this type of training, institutions agree that they will need expert trainers and for that, funding to pay these trainers will have to be provided. It was reported that there had been some training in the past given through the SDI committee and the TRC office already but not all institutions had benefited.

### 6.7 Summation

Having examined institutions in the Coffee Bay area; their needs, experiences, programmes, capacity, knowledge of development, relationship with other institutions and networks; informs and perhaps heightens cognizance of the complexity of the development programme in this area. Although it is apparent that institutions bring a strong commitment to the question of development in their node the challenges they face, related to skills and knowledge disparities, funding problems, lack of training and other needs interfere with their attempts at building capacity for their members and developing their area. The question of the traditional structure poses a serious concern for development and progress in the area. The strategy of involving chiefs in the committees for CPA and the coordinating committee has not helped as chiefs have stalled the process by simply not reporting to meetings. Skepticism surrounds the whole debate about the granting of land for development. This will require the intervention from the provincial government.

### 6.8 Recommendation

- a. Government needs to provide seed funding for institutions so that they do not only rely on members' contributions for the success of development, inspite of their membership size.
- b. Funding needs to be secured for the institutions to provide services for their communities.
- c. Urgent measures need to be taken to bring about a resolution of the misunderstanding around the CPA

formations that has been caused by the withdrawal of the traditional leaders from the process.

- d. More reinforcement workshops need to be held in order to confirm to Traditional leaders the positive implications of the implementation of the LDO for development.
- e. Initial and further training needs to be integrated into the institutional programme so that institutions are strengthened for sustainable development.
- f. Initial and further training needs to be directed at the following areas: agriculture and stock farming, housing, roads, water and electricity in order to create jobs and provide employment.
- g. Government needs to provide funding for securing expert personnel for training so that institutions do not only rely on themselves or compete for training facilities available.
- h. Community members need to be conscientized on their rights to be involved in community development.

## 7. DEVELOPMENT PROFILE ON CWEBE/DWESA PROFILE

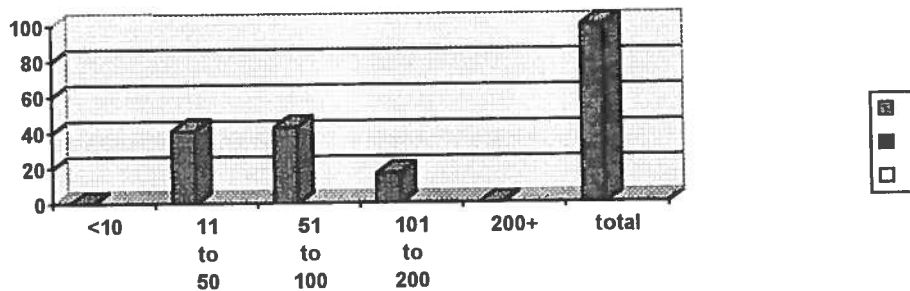
### 7.1 INSTITUTIONAL DOMINANCE: CWEBE/DWESA

INSTITUTIONS	OBJECTIVE	SDI RELATED
TLC	development	yes
TRC	development	yes
BUSINESS WOMANA TC	business	no
TACT ASS.	communication	no
BANKERS ASS.	Self employed	no
TRADERS (SABE)	development	no
TRADITIONAL APPH.	development	yes
MTI COMPLETER	development	yes
EXTENSIVE CAREERS	development	no
AGRICULTURE	development	yes
FARMERS	development	yes
TOURISM	development	yes
BLACK PACKERS	development	no
FISHERIES	development	no
CPA	development	yes
COOPERATIVE OWNERS	development	yes

About 15 institutions are found in the Cwebe/Dwesa/Nqabahra anchor area. As the picture above indicates, they have development, except for two institutions, as the main objective of their institution. Half of them claim to be doing SDI - related development. According to the community members, the TLC, and TRC are the most important as well as the most recognized institutions because of the services they bring to the people. Respondents consider the TRC to be very influential amongst the communities. According to the community members, TRC is responsible for most of the workshops and other training programmes that take place in

the communities. It is a structure that is interested in the people's welfare. It is further able to bring all the other structures together by organising joint programmes, in particular, for training in the Cwebe/Dwesa/Nqabahra. It has organised joint programmes on training in dispute resolution, organisational skills, financial management, information generation and consciousness raising to develop skills for members.

Fig # 5: MEMBERSHIP SIZE:CWEBE/DWESA/NQABARHA



### 7.1 Membership size and funding

The majority of institutions (46.6%) have a membership of (51 - 100). 40% of the institutions have members ranging from 11 - 50 and 16.7% have members of between 101 - 200. From the statistics given it seems the Cwebe/Dwesa/Nqabarha area does not have institutions with more than 200 people nor does it enjoy smaller membership of less than 10 out of the institutions interviewed.

In Cwebe/Dwesa/Nqabahra we find a similar position as in the other nodes - that most of the institutions rely mainly on members' contributions for their programmes and very few get funded by government and yet they all play an important role in the development of their communities.

## 7.2 Knowledge and capacity

The institutions interviewed reflected a somewhat good working relationship viz. TRC, business, taxi association, Traditional leaders, hawkers, and SDI committee. These institutions have collaborated on ventures like the cleaning campaign for keeping the environment healthy. Perhaps the most fascinating collaborative exercise was when they were working to restore peace in the area as a result of the conflict over the taxi violence. A general belief is shared that this conflict was resolved because various institutions including the churches came together to resolve the problem.

## 7.3 Participation

The TRC together with the SDI committee have been instrumental in networking with other institutions like business, SADTU, Taxi, Chiefs, Farmers, Tourism, in sharing information related to development of the area, encouraging participation and mutual cooperation, conflict resolution and consciousness raising and general education of its members around the area.

## 7.4 Training received

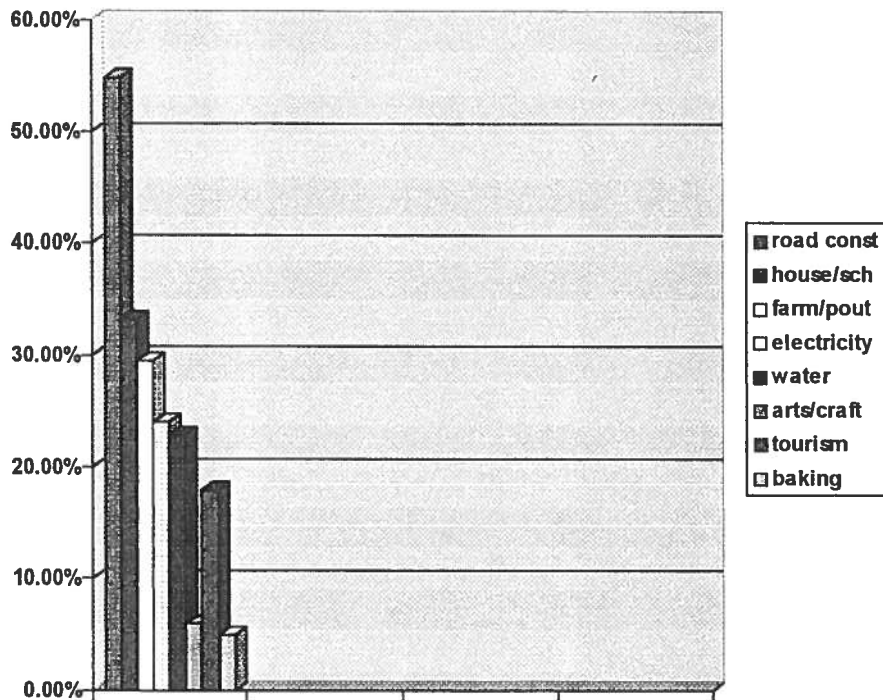
Workshops on training have also been organized to inject skills in the construction of roads, bridges and buildings; as well as in electrification and water; environmental management and tourism, land management and general office administration in the area and these were reported to have been successful. These were organized by government through the District Council office in Umtata and were held at the District Council offices in Umtata (Ibhunga).



### 7.5 Programmes and projects

The following types of programmes and projects, as shown in the graph below, have been embarked upon by institutions in the Cwebe/Dwesa/Nqabahra area.

FIGURE#8: PROGRAMS FOR CWEBE/DWESA/NQABAHRA



The four most frequently mentioned development projects relate to road and bridge construction (54.8%), housing/school construction (33.2%), farming/poultry (29.5%), electrification (22%), water irrigation (22.9%), arts and crafts (5%), tourism (18%) and baking (4%) as indicated by Figure # 8. There is more enthusiasm around road and bridge, and housing/school construction.

## 7.6 Problems and needs

Sentiments that were echoed were for more training - 'training is not enough'. It was felt that the area that needed more training was in agriculture and irrigation. However there are no skilled people within the institutions that can provide training as such they expected trainers to be provided by government in the form of workshops and imbizos. Community members will welcome help for the development of skills and this, it was held, will contribute to the development of the area. Both the TRC and Taxi Association emphasized the "training in-job creation" so that people can be creative enough to create jobs. This it was suggested 'would help keep men away from shebeens'. The community members complain about the state of the roads. The gravel roads from Mqanduli to the coastal resorts and nature reserves is not at all conducive for tourist attraction. The process of the formation of the CPA committee has been very smooth. A committee has been formed with a wide representation from all communities. This has largely been through the good facilitation process that has been going on. The Traditional leaders are comfortable with the process unlike the Coffee Bay area.

## 7.7 Summation

In brief the Cwebe/Dwesa institutions have a very positive attitude towards development. Institutions are collaborating with the prominent community legitimated TRC to bring development in the area. Contrary to the perceptions about SDI in the other anchor areas, this area is knowledgeable on SDI's activities. When institutions were questioned about their knowledge of SDI they were all knowledgeable on SDI. Most of them share the view that SDI is a government

structure which 'promotes development along the coast' 'it monitors development along the coast' 'its a program from national level for promoting economy of South Africa as a whole including disadvantaged communities near the coast -- by creating job opportunities' 'its a way of improving people's lives by bringing in development along the coast'. All these views about SDI were clearly echoed and they prove one thing - communities in Cwebe/Dwesa understand what the structure is about. However there were perceptions that SDI 'has not been properly marketed' and that 'there is too much politics' around the structure and 'politics and business do not go together yet the concept itself is a good one'. Such sentiments have enjoyed popularity within some institutions such as business, farmers and tourism in the other anchor areas especially Port St Johns and in Mkhambathi as well, though, to a lesser extent.

#### 7.8 Recommendations

- a. Government needs to provide seed money for the institutions, especially the institutions with a small membership size so that they do not rely on members' contributions only for the success of development.
- b. Provision of more and further training in agricultural irrigation.
- c. Provision of training in job creation, especially for TRC and Taxi Associations.
- d. Communities must be affirmed that it is their efforts that are driving the development process and external assistance is only for what they cannot do themselves.

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e. Roads need urgent attention to facilitate development.

## 8. FOCUS GROUPS

Six focus groups were conducted and the following issues were raised.

### 8.1 Development foundation

This is an umbrella body of political parties, tourism, and other community based structures from the area. Its a legal entity with somewhat blurred linkages with SDI. The Development Foundation is involved in the developmental plans for Port St Johns. There are plans to concretize the relationship with SDI as so far SDI does not recognize its existence.

The Development Foundation is aware of the capacity building provided by SDI for community members:- the areas of minute taking, meeting procedures, filing, and a lot of other administrative functions. The Foundation is critical of the ongoing training from SDI which does not translate to any tangible results. From the Foundation's perspective, SDI seems to be interested in the investors' needs at the expense of the communities. They hold the view that training is not important if done with no direction. What is important is that communities must also benefit financially and capacity - wise with the development that is brought to their area. What SDI should be focusing on is encouraging small development projects to provide employment facilities for community members. These projects must be closely monitored by SDI. The foundation is encouraging the creation of loans to boost the industry and sponsors like

Kellogg, Ford Foundations, and others could be solicited to provide loans. As proof of SDI's non-caring attitude, no proper communication exists between the community structures and SDI. SDI has provided Information Centers but often these are not manned or provided with resources to function. There is a need for SDI to engage in a fact finding mission in terms of coordination, dissemination and monitoring its activities. There are facilitators but such people do not get to the communities because of lack of facilities like transport. Facilitators need to be provided with vans and live with the people. There is a need to integrate the coordination of communities. The SDI projects must be community owned and community driven. If SDI wants to be of help to the communities according to the Development Foundation they should:-

- recognize the institutions on the ground
- help fund these institutions
- build capacity
- sit down and discuss.
- implement the recommendations coming out of such discussions.

In that way they will be of help to their communities. The stated reality would then match the stated purpose.

## 8.2 TRC

TRC believes that development is critical for the Wild Coast and that it should be handled in stages, with long term projects that are sustainable and short term ones that will afford communities to enjoy immediate benefits.

The TRC's perception of development is based on improving the rural communities that have been neglected and make them

attractive to the urban people and retain the rural people. If the infrastructure is developed---with tarred roads, proper sanitation and sewage systems, electrification, agriculture and forestry industry and a proper water and irrigation system---then that would go a long way in developing the rural areas. This according to TRC will help reduce poverty and encourage employment facilities in the rural areas. Attention needs to be paid to farming, both agricultural and stock farming, which are engines for rural life.

With regard to bringing development and approaching the communities, TRC claims to be the proper organ to handle that. The role of traditional leaders is seen as very minimal in this exercise. They (TRC) warn strongly against giving land away to investors and would not like a 'repeat performance of the Mzamba Casino that was sold for nothing'. In other words the TRC favours an arrangement that will benefit the communities as well as the investors and ensure sustainable employment and sustainable development for the local communities.

### **8.3 Traditional leaders**

Traditional leaders are a phenomenon of traditional rural communities and a very crucial institution in rural areas. As a result their involvement in rural development cannot be under-estimated. Some rural communities still attach a lot of authority and importance to traditional leadership in spite of the newly created modern democratically elected local government structures in rural communities. As a result of the new structures, tension has erupted between

traditional leadership and the other rural local institutions viz TRC, TLC, and SANCO.

Traditional leaders and the tribal authorities want to be part of the development initiatives going on in their communities. They support development and they think it is a good thing because it brings employment facilities for rural communities. They are in agreement with TRC's vision that development should be introduced in phases as long term projects as well as short term projects. The latter should include income generating projects especially around the area of agriculture and stock farming and the former will include tarring of roads which should take phases, and forestry which can also take years to yield profits. Such projects will provide employment for some people, not all, but a few at a time. Separating projects into short term and long term will allow a majority, if not all, of the people an opportunity for employment over time. The question of the creation of employment is highest in their agenda. Other needs expressed are for a filling station and technical training in agriculture.

Chiefs are uncomfortable with the implications of the LDO as a result they do not want to enter into any discussion that involves the purchasing and leasing of land. They are totally against the selling of land and long lease arrangements that exceed 20 years.

#### **8.4 Farmers' union**

When farmers were asked about the needs of their communities they focused largely on their needs as farmers more than those of their communities. Properly constructed roads and irrigation systems, gates and proper fencing were very high

on their priority of needs. They also expressed a need for support in the manufacturing industry for canned fruit (bananas and guavas) which is in plenty supply in the coast. They noted that SDI has neglected the farmers as a result their perception of SDI is not different from the Development Foundation's perception, that 'SDI wants mercenaries'. SDI's concern is for the investors and not for the communities according to the farmer's perceptions. SDI has supplied Information Centers and in some areas like in Port St Johns the center is hardly used and it has no resources and as such does not benefit the communities.

On the matter of how communities should be approached, farmers stress the importance of including the traditional leaders in those negotiations. Traditional leaders are 'custodians of the rural areas' and therefore farmers believe they ought to be part of the process together with TRC.

#### **8.5 Women's group**

This group is formed by grassroots women involved in the promotion of African culture, arts and craft. It does not see itself as serving a development function. It is involved in bead work, basket making and thatching. Their work has enjoyed popularity amongst the tourists. Apart from the arts and craft, they also promote traditional foods and traditional way of living. When tourists visit their area, they entertain them with traditional food, music, dance and offer them traditional way of life.

Their greatest need is to find a place to work and funds to buy material. They are presently working in a tent meant for



the centre and whenever the tent is in use they have to work outside.

Though the group has heard of SDI they do not know what it is about. This sector needs support through funds to establish a market. It is struggling to find a place to work, to buy material (viz. Beads) and to find a market to sell their work. It does valuable work that needs to be strengthened and supported. Its a viable project at grassroots level and has the capacity to develop, which development can have spin offs for the Coffee Bay area if properly channeled.

#### **8.6 SDI Committee**

This committee has a very positive image of SDI. It is worth noting at this point that the SDI committee is well informed of the SDI activities. This is a group of people who are really committed to the development of the communities they work in.

The group feels that the aims and objectives of SDI are very good but the pace at which the process is moving is costing the communities a lot and in the meantime SDI is losing its positive image. Already they see a lot of skepticism from the communities because of the promises that are not being fulfilled by SDI. With the unemployment so vast, there is eagerness for work from the people and SDI seems to be relenting in the eyes of the people.

According to them the type of development that the communities would benefit from, covers the following:

- agricultural projects of low cost and yet quick returns in terms of income generating, like growing vegetables and fruit. These would provide employment for many people especially women instead of importing these products from KwaZulu-Natal.

- upgrading roads as well as providing water and electricity to the communities. This type of development will also provide employment to a number of people. It was also echoed that the developers would not be attracted to an area that has poor roads systems.

- training in the area of resource management. One member of the group felt that this training would help community members to realize their shortfalls in terms of taking responsibilities that they would not be able to accomplish. In her own words 'people need to realize that there are things they do not know and should be prepared to let those who can do them better handle them'. 'Simply because uzabalazile, does not qualify you to get a job' was yet another sentiment from another member of the group.

The committee felt that both agriculture and health care are very important institutions to join the TRC, TLC, business and the traditional leaders in promoting development within the local communities. Health looks at the overall being and therefore it should take a lead in development. According to this sector if health and agriculture can join hands with the above mentioned sectors, poverty could be better tackled.

On the question of how communities should be approached, the group is of the view that the TRC is the body that needs to be approached by investors together with the board of trustees. However traditional leaders should be roped in before the negotiations are begun. They warn against choosing community members who are not trained in handling investors, people who do not have the technical know how that is needed in such critical negotiations. They see representation on CPA being problematic. To guard against this eventuality they propose representation of communities by experts from outside the communities if community members do not qualify to serve on the committees.

## 8.8 RECOMMENDATIONS FROM FOCUS GROUPS

The following are recommendations emanating from the six focus groups conducted:

### 8.8.1 Development Foundation (Port St Johns)

- a. SDI should seriously consider the perception held by the Development Foundation and consider its recommendations. The plans that have been started to concretize the relationship between itself and the Foundation need to be encouraged.
- b. There is need to provide the type of training that will translate to tangible results.
- c. SDI should encourage small development projects to provide employment facilities for community members.

- d. The Information Centers should be provided with human and material resources to ensure their proper and effective utilization for the benefit of the communities.
- e. SDI should engage in a fact finding mission in terms of coordination, dissemination and monitoring its activities.
- f. SDI facilitators should be provided with effective training that will yield positive results in terms of the communities they deal with.
- g. SDI facilitators should be provided with transport and accommodation in order to be accessible to the communities they serve.
- h. SDI projects must be community owned and community driven.
- i. SDI needs to fulfill promises made to the communities so as to improve its image amongst the communities.

#### 8.8.2 Transitional Rural Councils

- a. Attention needs to be given to the provision of resources for development.
- b. Practical measures to be implemented to dispel notions of the marginalization of the rural sector, TRC, and bias in favour of the urban sector, TLC.

- c. Infrastructure in the rural sector needs to be developed in order to provide employment and retain the human resource in the rural sector.
- d. More urgent attention needs to be paid to agricultural and stockfarming for the development of the rural sector.
- e. There is a demand for more training in agriculture and stock farming, in particular using modern technology.

#### 8.8.3 Traditional Leaders (Mkhambathi Area)

- a. A need to encourage short term income generating projects around the area of agriculture and stockfarming.
- b. A need to embark on long term projects like tarring, repairing and maintenance of roads and forestry.
- c. The creation of employment should be considered as a matter of urgency.
- d. More workshops to be run for Traditional Leaders on the implications of the LDO and the formation of the CPAs.
- e. For the Mkhambathi Nature Reserve to encourage tourism, a petrol filling and service station would be ideal not only for tourists but also for the community.

#### 8.8.4 Farmers Union (Tombo)

- a. Infrastructure (roads, irrigation systems and animal fencing) conducive for proper farming should be encouraged.
- b. Manufacturing industry for canned fruit should be developed.
- c. Information Center should be provided with resources.
- d. Traditional Leaders ought to be part of the formation process of the liaising body on behalf of the communities that engage with potential investors.

#### 8.8.5 Women's Group (Coffee Bay)

- a. A need for conscientization of this group to begin to see themselves as an important development sector.
- b. They need to be provided with seed funding to secure workspace and material.
- c. Government needs to help secure a market for the produce of this group. This group needs to be strengthened and supported.
- d. SDI needs to market itself more to the communities.

#### 8.8.6 SDI Committee / Facilitators

- a. A dire need on training in the area of resource management.

- b. Provision of transport for facilitators to visit the communities.
- c. SDI to refrain from making empty promises that are not translated into action.
- d. SDI to work through the facilitators and the committee that they have put in place and not bypass these structures by working directly with the institutions.

#### 9. DISCUSSION : TRC AND TLC

The TRC and the TLC have been voted as the most important and most recognised institutions by the majority of the participants in all the four areas in the study. Some participants are of the view that given the proper facilities these two institutions can play a very important role in development. The study has focused on both these structures and their role.

In order to fully understand the role played by these two structures there is a need to contextualise them. Together with TLC and TRC the District Council forms part of democratic local government system. The White Paper on Local Government (1998:47) articulates the concept of local government in this manner:

**Local government is the sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to our people's well being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability (my emphasis).**

It becomes very clear therefore that local government structures are facing many challenges for their communities.

They have to govern with the people (in a democratic fashion), ensuring provision of sustainable service to their communities, promoting socio-economic development and encourage community participation and organisation in local government matters.

In a report by CASE (1998) key features of the 48 District Councils are described focusing on poverty aspects and the effects of it in the District Councils. The report provides a guide for interventions that will promote sustainable economic development to help meet the needs of the poor in the District Councils.

The Wild Coast (which comprises the most of the SDI region) has a 51% poverty rate followed by the Kei District Council also of the Eastern Cape with a 52% poverty rate (CASE 1998). These are the most poverty stricken District Councils not only in the Eastern Cape but in the entire country. The Wild Coast District Council has a population of 1,225,094. 86% of that is rural, and only 14% is urban. Unemployment figures stand at 71% for women and 56% for men. 64% of the households in the Wild Coast District Council have an annual income of below R12,000 (CASE 1998).

68% of household have no access to water, 92% are without sanitation facilities in their dwellings, 43% are without refuse removal, 46% have access to land for farming (Case 1998). There are 58% of households that could not feed their children in the last 12 months and 50% of the residence travel more than 5 km to the nearest medical facility (Case 1998).

The above picture describes the scenario under which these two (TLC and TRC) transitional councils operate. They



fulfill two basic functions, namely "the supply of locally bound public services and the provision of a vehicle for participation in government" (Manona 1997:107). They work to promote participatory democracy by providing a kind of bottom up democracy where communities are given a chance to make decisions at local level.

From this study we learn that both these structures have not promoted that efficient democratic system that was intended by the proponents of local government. First, they are not properly set up, the infrastructure is virtually non-existent. Local councils have fared much better than rural councils because the former are in towns and therefore better positioned with regard to the infrastructural conditions. The TRCs, on the other hand, are not favorably positioned. Their offices are crowded, there is hardly space for meetings and workshops and most of them are used for multi-purposes. This is true of all the TRC offices in the four anchor areas. The Port St Johns' office in Tombo can hardly be called an office. Its a tin container, very cold in winter and extremely hot in summer. Serious work cannot be done under these conditions with hardly any resources, save a computer, printer, phone, table and chairs and a chest of drawers.

Some of these TRC offices are very difficult to find mainly because of their physical location as well as due to poor service delivery. If the services were provided then community members would know where they are, one is bound to conclude. However, inspite of all these observations and assumptions, both these councils have been voted the most important and most recognised institutions in the Wild Coast SDI area second to the ANC that has been perceived as

responsible for the changes (electrification, sanitation, water, irrigation, housing etc) that are taking place in the communities. It is commonly held that the ANC works through the transitional local councils. There is hardly any mention of SANCO as the civil organisation, it appears it is no longer active.

There are serious problems that are experienced by these two structures (TLC and TRC) inspite of their well meaning intentions at developing their communities. The first problem is the funding issue which is the backbone of all the development activities taking place. TLCs rely on rates and revenues for funding and these are not easily available. Second, the issue of resources that are lacking also needs to be seriously addressed especially for the TRCs. The officials who man these structures do not have any experience and in some cases no formal training. They simply walked into poorly equipped offices without any preparation (Manona 1997, White Paper on Local Government 1998). This is so very true of the TRCs and the TLCs in the study area. Third, lack of skills within the TLC and TRC to build capacity for the communities also presents a serious problem.

The distance between the anchor areas and the administrative offices (TLC and TRC) presents developmental concerns in some quarters. Councilors and administrators are far away from the development points. This is true of Coffee Bay which is administered at Mqanduli, Cwebe/Dwesa/Nqabara whose administration is in Elliotdale and Willowvale and Mkhambathi's offices that are in Lusikisiki and Flagstaff. It is argued that the weaknesses of the development program is partly due to this factor - distance from source.

There is an urgent need to strengthen these two structures by providing training and skills and building capacity in minute taking, meeting procedures, filing and general office administration and management, to begin with. Training in other more technical and advanced skills like project management and evaluation, financial management, proposal writing and evaluation is also desperately needed.

Proponents of human capacity building argue that it is investment in both formal and informal education that can bring about a change in improved productivity. This is what the TLC and TRC personnel need. What has been observed from the TLC and TRC structures is that no proper minutes are taken if at all, decisions taken are not implemented at times and discussions at times are not held and in some cases the chair person or any other powerful person forces his or her own decision on the meeting. All these problems impact negatively on development programs and projects envisaged.

The following citation summarises the state of our rural communities:

**...the system of governance in the new Republic of South Africa is in crucial respects not working well at this stage of the transition process... The delivery of public services, their costs and quality, leave much to be desired.**

**(Presidential Review Commission 1998:para 7.2.1.1)**

This can also be said of our Wild Coast SDI rural areas. Poverty continues to stalk many people, and the problems of housing, illiteracy, health, landlessness, lack of employment and the general poor infrastructure are rampant in the area and this affects the quality of life of the

people. Under such circumstances no democracy and development can take place. Democracy requires a powerful diverse civil society in public affairs (Aylwin 1998).

'Community participation' that is so vital for a democratic structure like the TLC and TRC is severely compromised. The term 'community participation' has somehow become a fashionable phrase. However inspite of that, its practical implementation still remains at the rhetorical level. Implementation problems come from the political environment within which community participation operates. The representative participatory model which is so widely embraced gives way for political manipulation. This often makes accessibility by communities to key institutions difficult and the participation by communities become ineffective. However, if used properly, representative participation can maximize participation and development. When this participation is broken down into institutions it can be greatly enhanced.

Community participation is in line with modern democratic thinking, it is about participation in decision making, implementation and evaluation by any member of the community. Brynard (1996) suggests that its a process wherein the *common amateurs* of a community exercise the power over decisions related to the general affairs of a community. Brynard is referring to the role played by ordinary members of the community, the poor and disadvantaged, privileged, women etc.

The whole idea of engaging communities in participation is to empower them and increase economic and personal development and also promote self reliance.

What is being encouraged in the anchor areas of the SDI is representative participation. This type of participation involves using elected people from the community to serve as representatives for members. Tamasane (1998) is of the view that this is ideal for big - sized communities where action can easily be realised.

In the Wild Coast SDI area what would qualify as genuine representation of members would be through the village system. This has happened to an extent within some institutions but not in all of them. The TLC and TRC members have to an extent been representative of their communities or villages. This has not been so for the other institutions. There are villages and communities that are not represented on the institutions. This cannot be termed community participation when legitimate members are not included.

True capacity or development is something that is owned by those engaged in the process first and foremost, and not the outsiders who bring it to them. So it is important that all activities done in the name of development must be designed in such a way that they do not undermine the process of capacity building over time. It is therefore important to seriously build capacity of the TLCs and the TRCs and not simply go for quick-fix solutions which do not contribute to the process at all.

Development of the rural communities in the Wild Coast SDI can only be sustainable if accompanied by the development of community leaders and institutions. The capacity of these people and the institutions is interdependent and mutually

inclusive. Capacity building is essential in assisting communities to identify their needs and understand what solutions are available and achievable.

## 10. SUMMARY

### Institutional involvement

A variety of institutions exist in the Wild Coast SDI anchor area, both government and community based structures (Refer to Figure #1 on page 7). Half of the institutions identified are involved in development work for their own communities.

### Development Programs/Projects

Development programs that institutions have embarked upon include the following :land, water, electrification; housing, road and bridge construction, agricultural and stock farming, building schools and clinics seem to be high in the agenda. There are other programs and projects that are going on like : the revamping of holiday coastal resorts and town entrance, cleaning campaigns, putting up community gardens, developing arts and crafts. Also sewing and baking, development of tourism, encouraging linkages with other sectors involved in development, as well as on-going discussions on land issues.

### Training needs

There has been training in tourism, financial management, conflict resolution, administrative organisation (office filing, meeting arrangements, minute taking and writing, and general procedure at meetings); workshops in agricultural farming, environmental awareness, crime prevention, safety management, resource organisation and accessing, project supervision, environmental management, consciousness

raising, land related issues and the implications of the LDO.

#### Communication and co-operation

Good communication and good relations exist between members and their leaders within institutions. This is fostered by a common vision - that of developing their communities. There is a sense of collective identity amongst members. This collective conscience is aggravated by party ideology that transcends within the institutions such that members feel committed to developing their own areas. It has been observed that members of these institutions are also members of the same political party, namely the African National Congress (ANC) and the South African Communist party (SACP) largely. This was well articulated by one member of the TRC who said: 'we share a common vision that this is our government' responding to the question - what could be responsible for the good communication and good relations amongst members within the TRC. This collective identity that drives the participation and cooperation within the local structures must be strengthened.

#### Participation

Some institutions work well with each other and here I can mention the Mthumbane Youth, Mthumbane Development Forum, Residence committee and the TLC in Port St Johns. The Development Foundation, Tourism, Farmers' association and the TLC also work closely together in Port St Johns. TLC and TRC, SDI committee in Coffee Bay also work closely together. In Mkhambathi the TRC, Traditional leaders, RDP Committee, SDI committee and business also work very closely.

Problems:

However there are institutions that are at log ahead with one another: Mthumbane Youth and the Development Forum in Port St Johns do not see eye to eye with SANCO. There is tension in Coffee Bay between TRC and the Traditional leaders over the formation of the CPA. Institutions in Mkhambathi are also dialoguing over the representation to the CPA meanwhile Cwebe/Dwesa have set their committees up and are ready for developers.

There is tension between Traditional leaders and the TRC because of the lack of clear policy to replace the old policy with regard to the roles of Traditional leaders.

Lack of co-ordination

There is lack of collaboration between SDI and the institutions especially the community based sectors. The facilitators who should be doing the networking around the institutions are not delivering.

There is again lack of co-ordination between SDI and the institutions as well as between the SDI facilitators and the institutions and amongst the institutions themselves. As a result of this lack of co-ordination between SDI and the institutions it is not clear whether SDI's conception of development is the same with that of the institutions. It seems there is no consensus on what characterizes development between the various institutions and SDI, no agreement on this and further it is not clear whether what the institutions are doing is the same development pursued by SDI. A critical question to pose is: Is the development bias of the institutions similar to SDI?



### Lack of acknowledgment

Some community based structures like the Development Foundation, and the Farmers' Union feel marginalised by SDI with regard to the development input they have done and the skills they use to support development in the communities.

Funding seems to be a major problem preventing the institutions from conducting their programmes efficiently. Most of the institutions rely on members' contributions and donations from external sources to support the programs, others are funded by government and still others from municipality revenues and rates. It is mainly the community based institutions that rely on members' contributions and external donors. Programmes are impossible to implement under such conditions.

### Institutional infrastructure

Poor resources is yet another problem faced by the institutions in the Wild Coast anchor area. Most of the offices where the institutions operate are poorly resourced, with only the basic facilities. Others are temporal structures that are not environmentally safe. Information centres are poorly resourced as a result there is no proper monitoring of development activities.

Institutions that rely on members' contributions to carry out their programs will not develop.

### Human resource

The human resource is yet another problem. Members who hold positions within the institutions find it hard to provide a service for their members because they do not understand the issues themselves, they lack capacity.

Multiple membership also has a tendency of exploiting the human resource. The same people that are found in government structures are also members of other community structures. Institutions may be recycling members, thus exploiting their resources without any incentives.

Voluntary participation, which is what membership of these institutions is, poses a problem. People may not commit themselves fully in participation, particularly where there are no incentives and where there is lack of resources.

It is clear from the findings that the institutions in the Wild Coast SDI anchor area need to be strengthened. They lack funds, skills and other physical resources and the capacity to deal with community development.

#### 11. CONCLUSION

Although the study could not establish a viable institutional model of community participation in development, it has emerged from the findings that if communities are to drive the process of development they will need to be equipped with relevant skills so that they are able to participate effectively.

Having examined the institutions in the Wild Coast SDI area one understands the challenges that are faced by communities for the development programmes. Institutions bring a strong commitment to the question of development in various areas of the SDI; and the challenges they face are related to skills and knowledge disparities, funding problems, lack of training and poor resources and many other needs interfere

with their attempts at building capacity for their communities.

There is therefore no doubt that these institutions need to be empowered in order to manage the development process in the Wild Coast SDI.

This study proposes that the two institutions that have been voted as the most important and most recognised viz, TLC and TRC combine forces with the already established local community based structures. The two broad sectors, the government wing (TLC and TRC) on the one hand, and the local community based consortium, on the other hand, have a lot to share from each other. The latter group has diverse skills and wide knowledge at their disposal and the former sector can boast of its legitimate democratic standing, in that it was voted in by community members. Government will then need to provide the space, funds and resources to help this process forward. What is being suggested here is that government creates a directorate to co-ordinate the development programme at local district level. This will include the democratically elected local representatives and the viable community based structures to work together in a much more formalised way. In that way the process of monitoring and collaborating the development programme can be enhanced.

## 12. RECOMMENDATIONS

These are the key areas that need to be closely examined. The study proposes the following recommendations.

- . community based structures need to be utilised and supported because they can offer skills and build capacity that is needed for developing the communities.
- . there is a need to form strong partnerships between government institutions and the local community structures.
- . the collective identity that drives the participation and cooperation of the institutions needs nurturing and strengthening.
- . joint training workshops, projects and forums for the institutions that are involved in collaborative work.
- . on-going communication especially on issues of development between institutions should be encouraged.
- . funding of institutions is urgently needed for any sustainable development to occur.
- . more training around skills development and the whole question of land should be facilitated.
- . there needs to be a serious effort at job creation so that more employment avenues are available.
- . proper resources are necessary in order to help institutions conduct their programmes in a satisfactory manner which include interalia, proper roads, transport, and office equipment.
- . training in basic administrative and management skills especially for institutional leaders is vital.
- . other training in tourism, agricultural production, project management, land utilization and the like also needs attention.
- . there is need for SDI to coordinate its functions between the different areas of the Wild Coast SDI.

- . there is need to train members of the Community Property Association (CPA) to manage the negotiations on development.
- . democracy will have to be redefined for communities that it does not translate to negative representation.
- . government to form a directorate that will co-ordinate programmes in the Wild Coast SDI.

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