

**GOODBYE TO PROJECTS?
THE INSTITUTIONAL IMPACTS OF A LIVELIHOOD APPROACH
ON DEVELOPMENT INTERVENTIONS**

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**A livelihoods-grounded audit of
Sustainable Coastal Livelihoods
Programme (SCLP) in South
Africa**

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BACKGROUND TO PROJECT AND WORKING PAPER SERIES

This paper is one in a series of working papers prepared under a research project entitled *Goodbye to Projects? The Institutional Impacts of a Livelihood Approach on development interventions*.

This is a collaborative project between the Bradford Centre for International Centre for Development¹ (BCID) with the Economic and Policy Research Centre (EPRC), Uganda; Khanya – managing rural change, South Africa; and, Mzumbe University (formerly the Institute for Development Management (IDM)), Tanzania. The project is supported by the UK Department for International Development (DFID) under their Economic and Social Research Programme (ESCOR).

Approaches to projects and development have undergone considerable change in the last decade with significant policy shifts on governance, gender, poverty eradication, and environmental issues. Most recently this has led to the adoption and promotion of the sustainable livelihood (SL) approach. The adoption of the SL approach presents challenges to development interventions including: the future of projects and programmes, and sector wide approaches (SWAPs) and direct budgetary support.

This project intends to undertake an innovative review of these issues. Central to this will be to question how a livelihood approach is actually being used in a range of development interventions. This will be used to identify and clarify the challenges to the design, appraisal and implementation of development interventions and changes required from the adoption of a livelihoods approach.

The research was conducted in two phases. The first phase consisted of general and country reviews on SL and development interventions. The second phase of the research involved the compilation of ten detailed case studies of development interventions in Uganda, Tanzania and South Africa. These case studies compare and contrast the implementation of a range of sector wide approaches, programmes and projects all developed with a livelihoods-orientation.

Each case study intervention was examined through what might be termed as a ‘sustainable livelihoods (SL)-grounded audit’, which uses sustainable livelihoods ‘principles’ as the basis. The results of this analysis offer useful guidance on the opportunities and challenges faced by development practitioners in operationalizing sustainable livelihoods approaches.

This paper ‘A livelihoods-grounded audit of the Sustainable Coastal Livelihoods Programme (SCLP)’ is the twelfth in the series of project working papers.

This research is funded by the Department for International Development of the United Kingdom. However, the findings, interpretations and conclusions expressed in this paper are entirely those of the author(s) and should not be attributed to the Department for International Development, which does not guarantee their accuracy and can accept no responsibility for any consequences of their use.

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PROJECT WORKING PAPERS TO DATE

- 1. Annotated bibliography on livelihood approaches and development interventions.**
- 2. Appraisal of the use of livelihoods approaches in South Africa.**
- 3. Review of approaches to development interventions in Tanzania: From projects to livelihoods approaches.**
- 4. Review of development interventions and livelihoods approaches in Uganda**
- 5. A livelihoods-grounded audit of the Participatory Planning for District Development within Capacity 21 programme (Tanzakesho) in Tanzania**
- 6. A livelihoods-grounded audit of the Community-Based Planning (CBP) action research project in South Africa.**
- 7. A livelihoods-grounded audit of the Agricultural Sector Programme Support (ASPS) in Tanzania.**
- 8. A livelihoods-grounded audit of the Sustainable Management of the Usangu Wetland and its Catchment (SMUWC) project in Tanzania.**
- 9. A livelihoods-grounded audit of the Magu District Livelihoods and Food Security Project (MDLFSP) in Tanzania.**
- 10. A livelihoods-grounded audit of the Sexual Health and Rights Programme (SHARP!) in Lesotho and South Africa.**
- 11. A livelihoods-grounded audit of the Training for Environmental and Agricultural Management (TEAM) project in Lesotho.**
- 12. A livelihoods-grounded audit of the Sustainable Coastal Livelihoods Programme (SCLP) in South Africa.**
- 13. A livelihoods-grounded audit of the Plan for the Modernisation of Agriculture (PMA) in Uganda**
- 14. A livelihoods-grounded audit of the AIDS/STD programme in Uganda.**

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<http://www.brad.ac.uk/acad/dppc/GTP/goodbye/html>

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1. The SL-grounded audit of development interventions

The cases studies in this research were chosen for inclusion following a first phase review of the use of livelihoods approaches in Tanzania, Uganda and Southern Africa. Data was collected using a number of methods including questionnaires, semi-structured individual and focus group interviews, collection and review of process documentation and workshop activity.

All ten case studies have been analysed according to what we term a ‘SL-grounded audit’ described below so that the emerging lessons can be compared. Each study is divided into two sections: the first a general introduction to the intervention; and the second, a structured response to a series of questions adapted from the SL-principles as defined by Carney (2002) in Box 1. SL principles are one element of sustainable livelihoods approaches. This research adopts these principles as a structuring tool and as means of pinpointing the practical implications of adopting a sustainable livelihoods approach to development.

Box 1. SLA principles defined by Carney (2002)

Sustainable livelihoods approaches: Progress and possibilities for change, p14-15, London: Department for International Development

Normative principles:

People-centred: sustainable poverty elimination requires respect for human freedom and choice. People- rather than the resources, facilities or services they use- are the priority concern. This may mean supporting resource management or good governance, for example but the underlying motivation of supporting livelihoods should determine the shape and purpose of action.

Empowering: change should result in an amplified voice opportunities and well-being for the poor.

Responsive and participatory: poor people must be key actors in identifying and addressing livelihood priorities. Outsiders need processes that enable them to listen and respond to the poor.

Sustainable: there are four key dimensions to sustainability-economic, institutional, social and environmental sustainability. All are important-a balance must be found between them.

Operational principles:

Multi-level and holistic: micro-level activity and outcomes should inform the development of policy and an effective governance environment. Macro- and meso-level structures should support people to build on their strengths.

Conducted in partnership: partnerships can be formed with poor people and their organisations, as well as with public and private sector. Partnerships should be transparent agreements based upon shared goals.

Disaggregated: it is vital to understand how assets, vulnerabilities, voice and livelihood strategies differ between disadvantaged groups as well as between men and women in these groups. Stakeholder and gender analysis are key tools.

Long-term and flexible: poverty reduction requires long-term commitment and a flexible approach to providing support.

Each case study follows the structure detailed below:

Description of the intervention: this includes a chronological description of the evolution of the particular intervention and details the main stakeholders and activities undertaken in implementation. Original logframes and planning documents have been reviewed where possible.

Impact: Assessment of the impact of interventions relates to the success or failure of an intervention to achieve the outputs or outcomes that were the main focus of the intervention. The effect of this is that our understanding of impact is somewhat limited and partial. The methodology used in this research project did not allow for significant impact assessment with intervention beneficiaries at the micro-level (although this was done on a small-scale in most of the case studies). This section also includes some assessment of the costs of the intervention balanced against the number of people who benefit from it.

Poor People as focus

Do, or did, the objectives of the intervention include a mention of people and their livelihoods?

How central is this to the intervention's objectives?

How much were household livelihoods a focus during implementation?

Participation

What type of participation was used at each stage of design, implementation, monitoring and evaluation?

How and when did this participation occur?

What incentives were there for people to participate?

Partnerships

What was the type of partnership and collaboration between these organisations at micro-meso-macro?

Who owned the project?

Holistic approach

How holistic was the analysis used in design?

How does the plan for the intervention fit into the broader development plan?

How does the intervention coordinate with other development interventions in the area?

Policy and institutional links

How integrated was the intervention with existing institutional structures?

What evidence is there that the intervention addressed linkages between policy at micro, meso and macro levels and across sectors?

Building on strengths

Does the intervention build on existing strengths at the different levels?

Dynamic and flexible

Did the objectives and activities of the intervention change to respond to a changing environment and/or demands?

What further interventions have arisen from the intervention? How did this take place?

Accountability/ responsiveness

How were those implementing the intervention accountable to the public and intervention's beneficiaries?

Who reports to who and what about?

Do beneficiaries (micro) or partners (meso) have an influence on the intervention and how?

Sustainability

Economic

Is the system able to be sustained financially?

Are the "technologies/services" economically viable for beneficiaries?

Social

Are vulnerable groups able to access and use effectively the systems of the intervention?

Are the institutions created/used by the intervention able to sustain themselves beyond the life of the intervention?

Environmental

Are the technologies/services environmentally beneficial?

Are the systems (meso level) beneficial/neutral?

Institutionally

Are the capacities and systems established in such a way so that the system will continue (beyond the life of the intervention)?

Will they continue to generate the outcomes envisaged?

Critical factors

What were critical factors affecting the performance of this intervention?

Comparing Cases

Each case study can be read as a stand-alone document as the SL-grounded audit is in itself a useful means of understanding the strengths and weaknesses of an intervention. However, the broader aim of this research is to compare lessons across all ten case studies in order to identify more generally the challenges and opportunities faced by development practitioners in operationalising a sustainable livelihoods approach.

2.0 SUSTAINABLE COASTAL LIVELIHOODS PROGRAMME IN SOUTH AFRICA

2.1 Description of the intervention

The Sustainable Coastal Livelihoods Programme (SCLP) forms part of a partnership between the South African Department for Environmental Affairs and Tourism (DEAT) and the UK Department for International Development (DFID), which has supported the first three years (of the five year cycle of implementation) of the Plan of Action for the White Paper on Sustainable Coastal Development in South Africa.

In 1997 DEAT and DFID began a policy initiative that addressed participatory management of coastal areas, and that stimulated integrated and sectoral approaches to sustain and optimise the allocation of coastal resources, particularly for the benefit of the poor. According to the Project Memorandum, an extensive process of public participation and specialist studies culminated in the publication of a White Paper on Sustainable Coastal Development in South Africa.

In his foreword to the White Paper on Sustainable Coastal Development, the Minister for the Department of Environmental Affairs and Tourism, Mr. Mohamed Moosa remarked that *“this policy is driven by the need to realise the opportunities our coasts provide to build our nation and transform our economy and society. It deliberately seeks to improve the quality of life of current and future generations of South Africans. It recognises that in order to do so, we must maintain the diversity, health and productivity of coastal ecosystems”*.

The SCLP forms part of a programme of activities based around three outputs. These are:

- Developing and piloting public and private sector strategies to create and support sustainable coastal livelihoods;
- Building institutional capacity to ensure that cross cutting coastal issues are integrated into relevant programmes and planning strategies;
- Providing information and raising awareness of the value of the coast and integrated coastal management

The SCLP will deliver these outputs through the following mechanisms:

- A portfolio of provincial and local level projects that address priority constraints to sustainable livelihoods and pilot innovative approaches;
- A series of education, awareness and training initiatives;
- The identification and implementation of required institutional and legal reforms;
- Baseline monitoring and information use and dissemination

The SCLP implements activities through a range of ongoing and new government and civil society organisations and initiatives. This involves working with local, provincial and national government, CBOs and NGOs and the private sector. However, discussions with the programme staff revealed that participation by CBOs and NGOs

has not been fully realised. Proper structures to facilitate this level of participation are being put in place. DEAT is the “home” of the Programme and the key driver.

The beneficiaries of the SCLP are intended to be the poor coastal communities. As highlighted in the Project Memorandum, the empowerment of poor and marginalised coastal communities is central to the Plan of Action for White Paper on Sustainable Coastal Development and Management. The Project Memorandum further notes that the principal benefit associated with the programme will be improved coastal management that promotes sustainable livelihoods, particularly for poor coastal communities. This will be achieved through:

- Building the capacity of communities and local government to understand and manage coastal resources in a participatory way
- Creating a supportive government policy and institutional framework that promotes sustainable coastal livelihoods
- Developing a better understanding of the dynamics of coastal poverty and disseminating relevant information and best practices
- Managing the process of environmental change associated with coastal development and maintaining the integrity of the natural resource base

Moreover, as it will be highlighted below, most livelihood/demonstration projects are targeted at poor coastal communities.

The partnership agreement between DFID and DEAT recommended that DFID provide £4.76 million over three years to support the SCLP. Approximately 11% of the budget goes into Programme Management, 3% into Programme Monitoring, 65% into Project Implementation, 13% towards awareness, education and training, and 9% towards decision support. It is not clear at this stage how much South African is committing to the SCLP.

2.2 Impact

A baseline study has been completed. Through the baseline results and recommendations 28 thematic areas for intervention were identified. Funding for specific demonstration/livelihood projects has been provided for.

The South African government procurement system delayed the implementation of projects. According to SCLP staff, it took approximately 12 months to go through the tendering procedure. Funding for about 12 projects has recently been allocated. Successful bidders have been contacted and will start with the implementation of demonstration projects.

Another point raised by the SCLP staff, that has had an influence on the impact of the programme is that the tendering procedure excluded the marginalised and less skilled poorer coastal communities. As a result, most livelihoods projects that have been awarded are run by better-off members of the coastal communities. This point will be highlighted further below.

The SCLP has been operating for nearly a year-and half. The bulk of the first year was spent setting up implementation structures and policies. The procurement systems

and procedures took longer than the programme staff envisaged. The time it took to set up proper implementation/operational structures and policies, as well as the government tendering procedure delayed the implementation of demonstration projects.

At the national level, a Livelihoods Advisor was appointed to provide technical support on planning for livelihoods interventions in the coastal areas. A SCLP National Project Manager has been appointed to provide project management capacity. These positions are temporary. It is hoped that the DEAT staff acting as counterparts to people in these positions will take over when their contracts expires. The SCLP has provided additional capacity administratively by appointing two administrative staff.

At the provincial level the SCLP has established Provincial Coastal Committees (PCC). The PCC serve as networking structures, and information sharing, for government, non-governmental organisations, and the civil society. Provincial staff responsible for SCLP and coastal management are said to have benefited from these structures, by way of gaining more information. According to the National Programme Manager, a series of training workshops have been run for the programme staff. Fields of training included sustainable livelihoods, environmental management, and project management.

2.3 Poor people as focus

SCLP is explicit about its intention to address the livelihoods of poor coastal communities. Poverty alleviation is central to SCLP. According to the Project Memorandum, the SCLP will use funds allocated to it to fund initiatives that directly improve or lead to improvements in the livelihoods of coastal communities and sustainable livelihoods for poor coastal communities. This will be achieved by developing and piloting public and private sector strategies to create and support sustainable coastal livelihoods.

The centrality of people and their livelihoods in the SCLP is further demonstrated in the thematic areas of the livelihoods projects that have been identified. Themes include:

- Protecting costal resources to secure sustainable livelihoods;
- Diversifying the benefits provided by the ports;
- Identifying and eliminating obstacles, and building on opportunities in agriculture for improving livelihood prospects for poor coastal communities;
- Creating livelihood opportunities for poor coastal communities through the provision of safety and security services in the coastal areas;
- Improving livelihood prospects for poor peri-urban coastal communities involved in informal coastal resource use;
- Improving livelihood prospects for poor coastal communities involved in informal coastal resource use;
- Creating livelihood opportunities for poor coastal communities from coastal protected areas;
- Creating sustainable coastal livelihoods for poor coastal communities within the tourism, leisure and recreational sector;

- Improving livelihood prospects through the promotion of coastal-dependent agriculture with distinctive competitive and comparative advantages and creating sustainable coastal livelihood opportunities for communities adjacent to the Kogelberg Biosphere Reserve.

All twelve demonstration projects that have been allocated funds from the SCLP are livelihood orientated. Of these 12, 6 will be implemented in Kwa Zulu Natal (KZN), Eastern Cape, Northern Cape and Western Cape will each have 2 priority/demonstration projects.

As highlighted below, the Government tendering procedure made direct participation by poor coastal communities impossible. As a result, implementing agents have been appointed or awarded tenders to implement these projects with or on behalf of poorer coastal communities. The extent of these communities participation in these projects is not yet, certain.

2.4 Participation

Activities that led to the existence of the SCLP started in 1997 with the formulation of the White Paper for Sustainable Coastal Development in South Africa. According to the SCLP Project Memorandum, the process of developing the White Paper was widely praised as a model of participatory policy development. This was confirmed by the National Programme Manager, KZN provincial coordinators and INR (KZN). Major coastal stakeholders; district and local municipalities, non-governmental organisations, private business, community-based organisations and traditional leaderships were consulted in a broad public participation process.

A consultative baseline research exercise was conducted prior to the inception stage of SCLP. The information was used to inform the SCLP objectives and activities. The discussions between the researcher and SCLP stakeholders revealed that participation at the design stage was consultative. Government officials identified and consulted local stakeholders to identify sustainable coastal development issues.

The implementation stage is just about to start. A total of 12 projects have been allocated across the four provinces; namely, KwaZulu-Natal, Eastern, Western and Northern Cape. However, the selection process has undermined the SCLP objective by excluding the marginalised, poor coastal communities.

The selection procedure discussed above followed the South African tendering policy. The tendering policy used local newspaper media and the government tender bulletin to invite tenders for the implementation of livelihoods projects. This procedure excluded marginalised communities who did not have access to these facilities, and who lacked the skills to make business proposals and fill-out tender documents.

Therefore, the policy and institutional environment in which SCLP operates makes participation by marginalised poor communities difficult to be realised. Provincial coordinators and implementing agents argued that they raised this matter with the Lead Panel, and are hopeful that the second round of selection will take this into account.

In sum, participation at the design stage was consultative. Poor marginalised coastal communities were consulted to inform policy makers about their priorities. These communities have been excluded in the implementation phase of SCLP.

2.5 Partnerships

Partnership at the macro level is between the National Department of Environmental Affairs and Tourism, South Africa and Department for International Development, UK. DFID is the donor agent (funder) and the DEAT is implementing agent. According to the SCLP National Programme Manager, the partnership is working pretty well at this level, with a great deal of mutual respect. The Programme Manager further mentioned that DEAT is able to influence the policy direction of DFID in relation to coastal management, and DFID is able to influence DEAT's policy direction.

The SCLP partnership structure is called: the Leadership Panel. This consists of: DFID, DEAT, National SCLP team, four provincial departments and provincial implementing agents. The Leadership Panel meets quarterly to review progress and planned activities.

At the meso level, partnership is between the DEAT, provincial lead departments and local implementing agents. Provincial lead departments are: Department of Agriculture and Environmental Affairs (KZN), Department of Agriculture, Land Reform, Environment, and Conservation (NC), Department of Economic Affairs, Environment and Tourism (EC) and Department of Environmental Affairs and Development Planning (WC). The DEAT plays an oversight role, while the responsible provincial departments and implementing agents play coordination and implementation roles, respectively.

The implementing agent in KZN is the Institute for Natural Resources Management. Partnership at the micro level has not been effected yet. However, policy guidelines have been decided and agreed upon. As the SCLP staff and the KZN implementing agent pointed out, in the first two years of SCLP a lot of time has been spent in developing policies and establishing structures. Therefore, participation at the implementation stage has not been tested out as yet.

SCLP has established Provincial Coastal Committees (PCCs). PCCs serve as a networking structure for all relevant stakeholders at the provincial level consisting of government and business (and NGOs in the case of KZN). SCLP is in the process of establishing sub-regional/district/local committees. It is hoped that these will ensure representation and active participation by ultimate beneficiaries.

Outside the SCLP, DEAT has established Provincial Working Groups and Project Steering Committees at the meso and local levels, respectively to build partnerships at the local level, and ensure participation by beneficiaries.

The nature of partnership at the macro level has been oversight and supportive. DFID has provided financial support and oversight to DEAT and the Project Management team. The meso level partnership has been enabling and coordinating in nature. The National Project Management team and provincial coordinators provide support to

implementing agents to play a significant role. The former two institutions are also playing a coordination role.

The SCLP is owned by DEAT and DFIDSA. The programme directly addresses DFID's overall aim of eliminating poverty. It will do so by sustaining and improving coastal livelihoods in areas where some of the poorest communities are located. It will form a direct contribution to the International Development Target for environmental sustainability. Facilitating co-operative governance is central to the objectives of this project and the SCLP has adopted a livelihoods approach that will link into and inform DFID's work in this area. The project design fulfils the DFIDSA Country Strategy Paper commitment to consider support to implement the White Paper and forms an integral part of the DFIDSA business plan for supporting livelihoods related initiatives.

To DEAT, SCLP implements the Plan of Action for its White Paper on Coastal Development in South Africa. Therefore, DFID and DEAT, as well as the provincial leading departments own the programme.

2.6 Holistic approach

Holism within SCLP is reflected in each approach, outputs and activities. It is often difficult to achieve holism without consultation and involvement of key stakeholders. The White Paper states that the process of its development was widely praised as a model of participatory policy development. This participatory process helped the White Paper to take stock of development issues in the coastal areas. A participatory baseline research process was also initiated during the design stage of the SCLP to identify the households of people in coastal communities.

At the output level, the SCLP aims to develop and pilot public and private sector partnerships to create and support sustainable coastal livelihoods through projects to build institutional capacity to ensure that cross-cutting coastal issues are integrated into relevant programmes and planning strategies, and providing information and raising awareness of the value of the coast and integrated coastal management. Thus, a holistic approach to addressing livelihood issues has been undertaken.

At the activity level, the SCLP implements the Plan of Action of the South Africa Policy on sustainable coastal livelihoods. In addition, the SCLP links the sustainable coastal development initiatives with poverty eradication efforts. DEAT, prior to SCLP, had started to use the poverty relief funds to implement some elements of the Plan of Action.

2.7 Policy and institutional links

From its inception, the SCLP took note of the importance of linking with existing government institutions. For example, according to the Project Memorandum, the SCLP will implement activities through a range of ongoing and new government and civil society organisations and initiatives. This supposedly involves working with local, provincial and national government, CBOs, NGOs and the private sector.

At the national level, SCLP is based within the Marine and Coastal Management Directorate of the Department of Environmental Affairs and Tourism. Provincial

hosts departments have identified and these departments drive the SCLP activities. The Leadership Panel, Provincial Coordinating Committees and Coastal Working Groups are the reporting or monitoring and evaluation vehicles for the SCLP. They were all set up specifically for the Programme.

The SCLP seems to have been fairly well integrated into national and provincial structures. The local government, CBO, and NGO level of integration is not functional yet.

There is a direct link between the SCLP and the South African policy on coastal management. In actual fact the SCLP was designed to support the White Paper on Sustainable Coastal Development and Management. It is tasked with the responsibility of implementing the White Paper's Plan of Action. The consultative process also involved people at all levels.

According to the Project Memorandum, SCLP's goal is to improve coastal management that promotes sustainable livelihoods, particularly for poor coastal communities through:

- Building the capacity of communities and local government to understand and manage coastal resources in a participatory way
- Creating a supportive government policy and institutional framework that promotes sustainable coastal livelihoods
- Developing a better understanding of the dynamics of coastal poverty and disseminating relevant information and best practices
- Managing the process of environmental change associated with coastal development and maintaining the integrity of the natural resource base

These are activities of the Plan of Action for the White Paper.

In addition, the SCLP links very well with the South African government policy and initiatives on poverty eradication. According to the Project Memorandum, the Government had already started the implementation of the White Paper Plan of Action by allocating poverty relief funds and the DEAT funds from National Government, prior to the launch of the SCLP. By taking over the implementation of the Action Plan, the SCLP maintains its links with the Government policy on poverty eradication.

Further, the programme staff see SCLP as linked to Local Agenda 21, the international charter for sustainable development.

At the micro level, the SCLP Project Management Team hopes to align the livelihood projects with the District and Local Municipalities' Integrated Development Plans. This has not happened yet.

2.8 Building on strengths

The partnership approach that the SCLP has adopted takes the notion of building on existing strengths at the different levels into account. The Programme is using existing government resources at all levels. At the national level, the lead Department

is DEAT's Directorate of Marine and Coastal Management. Relevant provincial departments have been included in the four provinces where SCLP is implemented. Efforts are underway to establish local institutions.

Through this approach SCLP uses and builds on existing structures. Additional manpower support has been provided at national level through the establishment of the National Project Management Team/Office.

2.9 Dynamic and flexible

Any intervention's dynamism and flexibility is best demonstrated during implementation, as this is when things are likely not go according to plans and the responsiveness can be seen. The SCLP has just started the implementation of livelihoods projects. However, the tendering procedure has created a challenge of a kind, which may necessitate change at the policy level.

Provision for change has been accommodated in the Project Memorandum. The Project Memorandum states; "*... The programme addresses micro-macro links in working with micro, meso and macro levels, to see how best to address poverty issues in a coastal context. It takes a learning approach, which recognizes the dynamic nature of people's livelihoods and the need to develop lessons from practical experience of working with the poor and the institutions that serve them*".

Further, the Project Memorandum observes that review at the end of two years of implementation phase of the SCLP will allow the flexibility to respond to changing circumstances and the pace at which South African institutions mainstream coastal development into their planning and resources allocation.

2.10 Accountability/responsiveness

Accountability within the SCLP takes place mainly at the macro level. The Leadership Panel meets quarterly to review progress and planned activities. As discussed above, the Leadership Panel consists of: DEAT, DFID, National SCLP team, four provincial departments and provincial implementing agents.

The National Programme Manager, KZN provincial coordinators and the implementing agents expressed satisfaction with Leadership Panel's quarterly meetings. They unanimously agreed that these meetings play a vital role in shaping the direction of the Programme. All parties mentioned that their concerns are taken seriously. On the basis of this, one may conclude that meso level institutions have an influence on the intervention.

2.11 Sustainability

Economic

The SCLP is a relatively expensive programme of £4.7 million. However, through its outputs it is building on the human, financial, natural, social and physical assets of the coastal communities and their service providers, including the Government. Moreover, through the partnership approach of the Programme, the South African government is also committing its resources as well. This is likely to sustain the Programme financially.

Social

The current policy and institutional environments in which the SCLP operates make accessibility by poor vulnerable groups difficult. In order to ensure transparent and accountable use of the SCLP money, access to these funds had to be made via the South African government procedures.

The Government tendering procedure is a highly technical exercise that needs specialised skills, which many of the vulnerable groups do not possess. As a result it has been very difficult for these groups to access the SCLP funds. Both the Project Management and Provincial Coordinators highlighted this problem.

Reportedly, a recently compiled two-year review report revealed this weakness in relation to SCLP. The above-mentioned sources raised hopes that the situation will be addressed in the second round of allocating funds.

Environmental

At policy level, there is political will to promote the use of environmentally beneficial technologies or services. In the foreword to the White Paper for Sustainable Coastal Development in South Africa, the Minister for the Department of Environmental Affairs and Tourism, Mr. M.V. Moosa remarked that the White Paper seeks to improve the quality of life of current and future generations of South Africa by maintaining the diversity, health, and productivity of coastal ecosystems. He sees the White Paper as aiming to achieve sustainable coastal development through a dedicated and integrated coastal management approach, in partnership with all South Africans (DEAT, 2000).

Furthermore, according to Theme D: Natural Resources Management, the White Paper aims to:

1. Maintain the diversity, health, and productivity of coastal processes and ecosystems;
2. Establish and effectively manage a system of coastal protected areas;
3. Ensure the use of renewable resources and associates user practices do not compromise the regenerative capacity of coastal ecosystems;
4. Use non-renewal coastal resources in a manner that optimises the public interest and retains options for alternative and future uses;
5. Rehabilitate damaged or degraded coastal ecosystems and habitats.

With Theme E: Pollution control and waste management, the White Paper's goal is to:

1. Implement pollution control and waste management measures in order to prevent, minimise and strictly control harmful discharge into coastal ecosystems;
2. Manage polluting activities to ensure that they have minimal adverse impact on the health of coastal communities, and on coastal ecosystems and their ability to support beneficial human uses.

The SCLP has been mandated to implement these objectives. Thematic areas of the 12 demonstration/livelihood projects include (among others):

1. Protecting coastal resources to secure sustainable livelihoods;
2. Addressing obstacles and opportunities in agriculture for improving livelihood prospects for poor coastal communities;
3. Rehabilitation of degraded coastal areas to create sustainable livelihood opportunities for poor communities;
4. Creating livelihood opportunities for poor coastal communities from coastal protected areas;
5. Improve livelihood prospects through promotion of coastal-dependant agriculture with distinctive and comparative advantages.

Although these demonstration projects are still to be implemented as yet, the selection criteria and the choices made when awarding tenders demonstrate the intention of SCLP to implement the Policy on Sustainable Coastal Development and Management objectives on natural resources management, and pollution control and waste management as outlined above.

Institutional

As mentioned earlier in the report, a great deal of time in the first two years of SCLP was spent creating management structures and policies at macro and meso level of government including the Project Management Team, the Lead Panel and Provincial Coordinating Committees (and Provincial Working Groups in the case of KZN).

According to the SCLP Manager, the creation of these institutions took capacity-building into account. As a result, considerable amount of resources, time and money, has been spent on building capacity within the DEAT and provincial departments' staff. KZN provincial role players confirmed that enough has been done to build their capacities. Efforts are underway to establish district or local structures. However, we learnt that in KZN, project steering committees at the local/project level have been created for other DEAT and province-initiated projects. A similar structure is likely to be replicated in the SCLP.

Since by and large the SCLP structures are permanent government and local structures the chances of these institutions sustaining themselves beyond the SCLP are significant. Resources spent on developing and building these structures as outlined above increases the likelihood of these institutions sustaining themselves.

Worthy of note is critical comment made about the bureaucratisation of the SCLP. Critics argue that the SCLP (with its Project Management Team) has increased the bureaucratic burden within the DEAT.

2.12 Critical factors

The SCLP has explicitly used the SLA in the programme conceptualisation and design. This has enabled the intervention to focus on poor people and their livelihoods, especially the poor coastal communities. However, as discussed, access by the target/vulnerable groups has been difficult due to their failure to meet the procurement requirements.

The SCLP has been a participatory process that resulted in a holistic focus. The process of developing the White Paper on Sustainable Coastal Livelihoods, which gave birth to SCLP, has reportedly been a very participatory process. Key stakeholders were consulted. The fruits of the participatory process are reflected in the holistic nature of the programme. For example the programme addresses all aspects of coastal livelihoods.

The partnership approach that the SCLP has followed managed to get stakeholders' buy-in, and general acceptability of the programme. SCLP managed to form useful partnerships at the macro and meso (to a smaller degree) level of governance. Partnerships have been established with national and provincial departments of the government. Other provincial institutions, such as implementing agents have been brought on board. The challenge has been to form these partnerships at the local and community level.

Related to the above, SCLP managed to establish institutional and policy linkage. The SCLP is based within the DEAT at the national level and relevant provincial departments. As a result, sentiments of ownership have been enhanced. Further the programme supports the government policy on sustainable coastal development.

Appendix 2.1

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Appendix 2.2

List of people contacted.

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