CASE STUDY OF MANAGEMENT SYSTEM FOR RURAL WATER SUPPLY: MATATIELE DISTRICT (FEBRUARY 1998)

J Cain · P Ravenscroft · I Palmer

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Water Research Commission

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Matatiele District
(February 1998)

Prepared for the Water Research Commission
by

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EXECUTIVE SUMMARY

Introduction

The project "Case Study of Management System for Rural Water Supply: Matatiele District" was undertaken to develop appropriate operation and maintenance management arrangement options for rural water supply projects. The management options that were developed as part of this paper are to be based on grass-roots input from communities and local stakeholders involved in such projects and were developed within the framework set out by the Water Services Act.

An important part of this process was to assess existing management arrangements at completed rural water supply projects in order to improve the understanding of on-the-ground issues affecting project management and to draw lessons based on this analysis.

Methodology

All the completed rural water supply projects that met RDP standards in the district were identified for study. These 7 projects included one RDP 1 project and 6 Mvula Trust projects. An additional 2 communities were identified for inclusion in the research project for comparative purposes – one community with an emergency level of water services and one community with no working water services. The relevant local stakeholders consulted included the following: water committees from the 9 study areas; Wild Coast District Council; Maluti TRC; Maluti DWAF; Maluti EHOs; local Mvula Trust office; tribal authority.

The information-gathering activities included the following:

- Introductory meeting with all stakeholders
- Introductory community workshops at each project area
- Household surveys (473)
- Workshops with each project water committee
- Interviews with other identified stakeholders
- Feedback workshops with all stakeholders

Current Policy Legislation

The assessment of present management arrangements of existing projects as well as the development of proposed future management arrangements took into consideration the following policy documents:

- Water and Sanitation White Paper
- Water Services Act
- Framework for establishing water service providers in rural areas
- District council guidelines

The aspects of particular relevance to this project contained in these documents included the following:

- Community-based organisations, and specifically water committees, are identified as possible options to fulfill the role of water services providers.
- The Water Services Act sets out the option of a District Council, as the water services authority, working with a water committee, as its designated water services provider.
- The function of a bulk services provider is specifically defined as a separate function from that of a water services provider, but one which can best be fulfilled by the local water service provider where local options exist.
- Support activities to small water services providers are identified as vital aspects of the water service authority's responsibilities, with support activities being carried out by the district council itself or delegated to private firms or NGOs.

Stakeholder Findings

The specific details of the 9 selected project areas are first set out within the overall picture of the Matatiele district as part of the Wild Coast District Council area. The findings from each of the information-gathering activities are then discussed. Following on from the initial research findings, three different types of projects were selected to illustrate the details of individual O&M situations and activities of projects managed by community-based water committees. The three selected projects consist of a one-village spring protection scheme; a group scheme with a borehole and pre-paid reticulation system; and a group scheme with a gravity-fed / weir system (without a pre-paid system). The most pertinent findings from this section include the following:

Management Arrangements:
- There is overwhelming support for Village Water Committees to act as water services providers.
- Paid staff (albeit 'informally employed') are far more effective and active in carrying out their responsibilities than volunteer committee members, especially with the difficult task of tariff collection.
- The activities of project management and staff management by water committees are presently not well implemented. Group schemes are particularly badly effected by weak management.
- Post-project support, or mentorship, is required to assist community based water services providers in developing and operating their management systems.

Financial Arrangements:
- There is a very strong preference by rural customers that the money from their tariffs remains in their community.
- Cost recovery levels by water committees from community households is generally very low.
- Cost recovery is the most difficult challenge facing community-based water services providers. The challenges of cost recovery increase with the population and geographic size of projects as well as with the level of conflict within project areas.

- Cost recovery at the Masakala Project, the only project with a pre-paid system, is remarkably better than any other project in the district. The pre-paid system ensures that water services are paid for before they can be accessed. The pre-paid system centralises the collection arrangements and puts the onus on customers to pay, and not on the water committee to collect.
- Relying on volunteer committee members or staff for water tariff collection appears inadequate for achieving sustainable and sufficient levels of cost recovery.
- Community households are only willing to pay very low tariffs for gravity-fed water schemes. e.g. The Makukhanye committee feels their cost recovery has failed largely because their tariff was set at R3/household/month and not R2/household/month.
- It is generally acceptable to water committees and their staff in the Matatiele district that monthly wages be based on village economy rates i.e. R100 - R700 per staff member. This level of wages is required to ensure the affordability of water services to rural customers.
- While the more recent Mvula Trust projects have an Emergency Fund, other projects do not. Even with an emergency fund, water committees worry about the costs of major repairs and future replacements. At community level, there is general consensus that government should pay for those types of costs.
- Post-project support, or mentorship, is required to assist community based water service providers in developing and operating their financial systems.
- Committees are reluctant or unable to deal with non-payment at household or village levels. Committees feel that they presently lack the necessary authority or official mandate to conduct punitive actions.

Technical Arrangements:

- Community technical operators appear technically competent to conduct daily operation and maintenance of projects and to make basic repairs.
- The present activities of volunteer technical operators are generally limited to repair work when necessary to ensure the flow of water to tapstands.
- Technically complex problems, such as the problems with the solar pump at the Nkosana project, are beyond the capacity of community technical operators. There is general consensus that specialised technical repairs need to be contracted out when necessary. Village water committees generally felt that they should make the decisions with regards to sub-contracting such activities, but that information with regards to suitable contractors from the water services authority would be useful.
- Report-backs to communities with regards to technical issues and problems assists in building community awareness and ownership.
- Post-project support, or mentorship, is required to assist community-based water services providers in developing and conducting their technical O&M activities.

General:

- A broad sense of ownership of projects appeared to be exhibited by both committees and communities.
- Training input into projects, particularly management and technical training for operation and maintenance, appears to have contributed to the relative success of projects in the Matatiele district.

- The only project that was not physically working at all, the Nkaus project, had failed largely due to political reasons at community level, compounded by a lack of clear management and technical O&M arrangements.
- While there is general customer satisfaction with the operation of projects, there is also a clear demand for mixed levels of service e.g. some private tapstands.
- There is presently very poor awareness of the Wild Coast District Council (water services authority) and only fair awareness of the Maluti Transitional Rural Council at community level.

Case Study in Context

The findings of the Matatiele Case Study were assessed within the context of both international examples and broader South African experience in rural water supply as a preliminary step to further developing appropriate management arrangement options within the current policy framework.

The international examples supported two general considerations for sustainability:
- Community water supply projects must be demand responsive
- Community water supply must be managed as an economic as well as a social good.

The broader South African experience supported the following considerations for sustainability in the national context:
- The demand for mixed levels of service in rural areas must be met.
- Informal arrangements at community level, including staffing, are most appropriate.
- Greater support for enabling local government to fulfill its roles is required.
- Active and ongoing support for small community based water service providers is required.
- Greater cooperation between different role-players must be developed.

The lessons taken from this part of the research project and applied to the development of management systems appropriate to the Matatiele case study included the following:
- Strong, community based water committees should take responsibility for the management of completed projects, including finances.
- Projects have benefited from external support from government, consultants and NGOs, and should continue to do so.
- In order to ensure long-term viability, the relationships between water service providers and the water service authority must be further clarified.

Proposed Future Institutional Arrangements

Based on the various research findings, the roles and responsibilities for different role-players are set out and several management arrangement options are then put forward. These arrangements are appropriate to the Matatiele district and to other similar rural community project areas.

The overall responsibilities of relevant role-players include the following:

- The **District Council** was identified as the appropriate water service authority.
- The **TRC** was identified as having an important role to play as a sub-structure of the water services authority with regards to monitoring, communications and providing a voice of government authority within communities.
- **Village water committees** were identified as appropriate water services providers for both single and group schemes.
- The need for a separate designation for **bulk services providers** on group schemes was identified.
- The roles **support organisations** should play in assisting community-based water services providers and community-based bulk services providers are also identified and detailed.
- A **water services forum** facilitated by the TRC level of local government as a forum for communication and monitoring was defined.

In order to illustrate the proposed management arrangement options, the 3 previously described projects were used as examples. The options were developed to suit the following types of rural water supply projects:

- Stand-alone schemes with simple technical requirements e.g. gravity-fed spring protections;
- group schemes with pre-paid reticulation systems (suitable for various types of small to medium sized group schemes);
- group schemes without a pre-paid system (also suitable for small to medium-sized group schemes e.g. less than 20,000 people).

Each of the 3 proposed management arrangement options is based on the following assumptions with regards to financial arrangements:

- The community-based water services provider of a scheme without a bulk service provider would be responsible for covering all normal O&M costs of the water project.
- The community-based water services providers of a group scheme with a bulk service provider would be responsible for covering all O&M costs of the reticulation for their community. These water services providers would also be expected to pay their bulk services providers for bulk water.
- The option of bulk services tariffs being based on pre-paid metering of bulk water should be considered if appropriate. i.e. if a village-based water services provider does not collect tariffs in order to purchase credit from the bulk service provider, water will cease to flow. This removes the responsibility from the bulk services provider to physically cut off water supply, which is a very difficult job. (This may not be appropriate in the case of bulk services providers with low capacity and poor infrastructure).
- The Wild Coast District Council, through funding from the equitable share payments, would be responsible for funding the work of support organisations.
- The Wild Coast District Council would be responsible for financial assistance to water services providers in the case of disasters, emergencies and long-term replacement as required.

Options for bulk services providers are explored and include the following:

- A community-based organisation such as a central water committee
- A community-based private company
- A local, but not community-based, private company
- A local government structure (TRC or District Council)
- A water board

The advantages and disadvantages of each are considered.

Recommendations

The Water Services Act provides an appropriate and applicable framework for the management arrangements of rural water supply in an area such as the Matatiele district. The Act must be applied to projects based upon the conditions and requirements of the particular case. The following points set out the most important conclusions related to management arrangements based on the case study.

Management Arrangements:

- Community-based water services providers are generally the most suitable option for small stand-alone rural village schemes and small to medium sized rural group schemes for projects located in places such as the case study area.
- Village-based water services providers in combination with a separate bulk services provider most appropriately serve group schemes without pre-paid reticulation systems in the case study area. Several options for bulk services providers have been set out. It is recommended that pre-paid water metering of bulk supply be the basis on which water is sold to village-based water services providers.
- If Village Water Committees are to be contracted water services providers, they will need to be assisted to develop more formal arrangements with regards to the payment of staff and staff responsibilities.
- Community report-backs, including financial reports, must be formalised as part of the responsibilities of community based water services providers.
- Structured arrangements for communication and reporting between community-based water services providers and local government must be developed.
- The support function of the water services authority is a key function for ensuring sustainable operation and maintenance of projects. This function can most appropriately be sub-contracted to support organisations by the District Council.
- Local government structures at TRC level will require assistance and support in carrying out relevant and appropriate functions related to rural water supply. Such structures are well-placed to play an important coordinating role as a sub-structure to the water service authority. The role suggested in this report is that they facilitate regular forums within their areas of jurisdiction for all water services providers, bulk services providers and support organisations. This type of role would require support and limited funding, but would fulfill an important function.

Financial Arrangements:

- Cost recovery levels will need to be improved at projects without pre-paid tapstands in order to support more formalised O&M arrangements, which depend on regular and structured activities by paid staff.

- An enforced policy of 'no payment, no water services' would be expected to improve cost recovery dramatically in the long run.
- Water committees of small stand-alone rural water supply schemes can normally accomplish adequate cost recovery based on moral / social pressures from within the community if the management and cost recovery systems are well structured, and if post-project support is provided.
- Pre-paid systems appear suited to rural water supply *group* schemes. Pre-paid systems provide the most effective method of cost recovery. Post-project support is crucial to ensuring the success of the pre-paid system.

Technical Arrangements:

- Technical capacity for sustainable operation and maintenance of schemes must not be neglected. This study suggests that community-based technical operators who have received technical training (including O&M training) as well as work experience on their scheme are generally able to carry out the necessary day-to-day maintenance and repair activities.
- Technical operators should be hired and paid on a regular part-time or full-time basis as required to ensure proper maintenance of physical projects.
- Technical operators need to be managed and to have clear reporting requirements.

General:

- Water services providers will need to be assisted to develop and manage private connections (where design specifications allow for such upgrading) as part of mentorship.
- There is a relatively high level of awareness and commitment at local community level to rural water supply in the Matatiele district. This is an important basis for developing a culture of payment. This type of awareness is developed by many factors, but includes the following:
  - Active and informed participation of community based structures from the start of rural water supply projects;
  - Strong attention to training and awareness interventions aimed not just at committees but at the broader community as well;
  - Involvement, or support, by both local government and traditional structures for each project is important as well.
- A high commitment by the Wild Coast District Council to developing sustainable projects based on adequate cost recovery, will be an important factor in future development in the area and should be encouraged and supported.

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CASE STUDY OF MANAGEMENT SYSTEM FOR RURAL WATER SUPPLY: MATATIELE DISTRICT

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

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- Maluti DWAF office
- Eastern Cape DWAF
- Maluti Environmental Health Officers
- Regional Mvula Trust office
- George Moshesh Tribal Authority
- Wild Coast District Council Water Services Transfer Task Team
- Cindy Illing

The research team fieldworkers consisted of the following people:

- Nolubabalo Ncume
- Vuyelwa Cimela
- Motabola Moshoeshoe

KEY OF TERMS

- **The Act** – The Water Services Act, 1997 (Act No 108, 1997)
- **DWAF** – The Department of Water Affairs and Forestry
- **Projects** – In the context of this report, the 'projects' considered consisted of the following areas within Matatiele district: 6 completed Mvula Trust water supply projects, 1 completed RDP water supply project, one village with an emergency supply level of water services, and one village without any working water services
- **RDP level of service** – Refers to the basic minimum level of service set out in the Water Supply and Sanitation Policy White Paper of 25 litres per person per day of potable water within 200 m of any household.
- **Study** – Refers to this research project, "Case study of Management Systems for Rural Water Supply: Matatiele District"
- **TRC** – Transitional Representative Council
- **Technical operator** – In the context of this report, a semi-skilled locally based person employed by a community water committee on a voluntary or nominally paid basis to conduct basic technical operation and maintenance activities for the water project.
- **WCDC** – Wild Coast District Council
- **Water services** – Water supply services and sanitation services
- **Water services authority** – Any municipality, including a district or rural council as defined in the Local Government Transition Act, 1993, responsible for ensuring access to water services (Water Services Act)
- **Water services provider** – Any person who provides water services to consumers or to another water services institution, but does not include a water services intermediary (Water Services Act)
- **Water supply services** – Abstraction, conveyance, treatment and distribution of potable water, water intended to be converted to potable water or water for commercial use but not water for industrial use (Water Services Act)

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1.0 INTRODUCTION

Since the coming to power of the Government of National Unity in South Africa in 1994, a great deal of resources has gone into implementing community water supply in rural areas. These completed projects have generally become the informal responsibility of communities, while remaining, in theory, the responsibility of the Department of Water Affairs and Forestry. Recently, with the development of the Water Services Act and other related policy, a more active concern related to long-term management of water services has developed in the field.* This study is intended to feed into the national debate on these issues based on practical experience in rural water supply.

The objectives of the Matatiele case study included the following:

- To improve the understanding of on-the-ground issues affecting the management of water supply to rural settlements.
- To use a detailed case study as a basis for assessing local management arrangements and to then draw lessons and make recommendations regarding good practice for operation and maintenance management generally.
- To draw particular attention to arrangements for financial management which allow local systems to be sustainable.
- To use a process of participatory workshops to develop specific options for appropriate management arrangements to then be applied in a pilot project area.

The findings of this study are set out in Part 1 of this report and the outcomes (institutional models) are set out in Part 2. Part 1 first describes the present policy context and then sets out the findings of the different research activities. Included in the findings section are detailed descriptions of the operation and maintenance arrangements of three of the community water supply projects studied: a one village gravity fed water supply scheme; a small group scheme served by two boreholes with a pre-paid reticulation system; and a larger gravity-fed group scheme. The findings from the Matatiele District are then assessed in terms of the national policy context and in terms of the international context with regards to community water supply. Finally, conclusions based on the above findings are put forward.

Part 2 of the report consists of institutional arrangement models that have been developed based on the Water Services Act and the various findings of the research project. These institutional arrangements first include a broad management framework for the Matatiele District as well as an overview of the functions and responsibilities of various role-players. Assumptions that inform the models, particularly around financial arrangements, are also set out. More detailed O&M management models for three different types of rural water supply schemes are then described. These three models consist of institutional arrangements for small stand-alone village schemes; small group schemes with a pre-paid system; and larger gravity-fed group schemes. To further illustrate the different models, each is applied to various projects from the research area. Finally, recommendations around institutional arrangements for the operations and management of rural water supply schemes are put forward.

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* While the term 'water services' normally includes water supply and sanitation services, this project was focused only on water supply services.

2.0 METHODOLOGY

This research project was conceived as one that would place emphasis on grass-roots information gathering and consultation based on existing relationships between the research team and the communities of the study area. (Two of the project team members are based in the Matatiele District and had already worked with many of the completed community water projects). This project was thus intended to draw lessons for developing management arrangements for rural water supply based on the practical implementation experience of the local team members in the capacity of consulting engineers and institutional and social development (ISD) consultants. The third member of the research team, a specialist in water and sanitation policy, was included to ensure that the management arrangements that were developed fell within the parameters of existing policy and took into account lessons learned elsewhere in community water supply.

As a preliminary step to the research project, all completed RDP or Mvula Trust community water supply projects in the Matatiele magisterial district (known locally as the Maluti district) were identified for study. The seven completed projects in the district included one RDP1 Presidential Lead Project and six Mvula Trust projects. Additionally, one community with an 'emergency level' water supply and one community without any formal working water supply were also identified for study as a type of control group.

Various information-gathering activities were conducted as part of this research and included the following:

- Introductory Workshop for all role-players
- Introductory Community Meetings at each of the 9 selected project areas
- Household surveys in each of the 9 selected project areas
- Village Water Committee Workshops for each of the 9 selected project areas
- Interviews with other role-players including the Wild Coast District Council, the Maluti TRC, Maluti Environmental Health Officers (EHOs), Maluti DWAF staff, and Mvula Trust.
- Feedback Workshop #1: to discuss findings to date with all role-players and to set out the broad framework for management arrangements for completed rural water supply projects
- Feedback Workshop #2: to review broad O&M management arrangements for completed rural water supply projects with all role-players and to further refine the arrangements

Participatory methods were utilised for each workshop with various small discussion groups acting as the main forums for debate and input. All discussion groups were guided by short written lists of detailed questions (English / Xhosa). Facilitators from the project team either sat in on each group or moved from group to group monitoring discussions. The role of the project team facilitators was to ensure discussions covered the issues required and to pick up any information that might not come through in the report-backs. Facilitators were careful not to influence the opinions or decisions of groups. Discussion groups were always followed by presentations to all workshop participants, which were then followed by summary sessions conducted by a facilitator.

Additional capacity building activities incorporated into the research project included the following:

- Training community surveyors to conduct the household surveys in each study area
- Encouraging horizontal networking between rural communities and their water committees in the Matatiele district.
- Feedback Workshop #3: Presentation of the final report to all local role-players
- Workshop with TRC representatives of Wild Coast District Council: to present the findings and lessons learned from the Maluti District to other local authorities

Additional details pertinent to each activity are contained within the body of the report under the findings for each.

PART 1: FINDINGS

3.0 CURRENT POLICY LEGISLATION

3.1 Water Supply and Sanitation Policy White Paper

The Department of Water Affairs and Forestry published the White Paper on Water Supply and Sanitation in 1994 (DWAF, 1994). All the policy issues cannot be summarised here, but the following relevant principles from the White Paper are important:

- development should be demand driven and community based;
- basic services are a human right;
- "Some for All" rather than "All for Some";
- equitable regional allocation of development resources;
- water has economic value;
- the user pays;
- integrated development;
- environmental integrity.

From the point of view of this study, the first principle is of most importance as it emphasises the importance of community involvement. The principle of the user pays is also vitally important in the context of rural water supply. User payments imply sustainability as they enable services to be run without the need for ongoing grant funds that are likely to be erratic.

Training, capacity building and sustainability of projects are given particular attention in the White Paper.

3.2 Water Services Act

The Water Services Act (Act No. 108, 1997) was promulgated at the end of 1997. This Act deals with the way water services are to be provided. Most notably it provides for the following:

a) The identification of a Water Services Authority which has the statutory responsibility to ensure that water services are provided. Typically this would be the local government in the area.
b) The identification of a Water Services Provider which is the body actually responsible for providing the service.
c) The requirement of a Water Services Development Plan to be prepared, which describes the arrangements for water service provision both present and future.
d) Provisions for the establishment of Water Boards and statutory water services committees.

From the point of view of this case study, it is notable that the Act provides for the option where a water committee can be a water services provider. While the Act provides for the establishment of 'statutory' water services committees, it is not necessary for this option to be used. In most cases it is considered more suitable for

water committees to be established as voluntary associations which can then be set up as water services providers and contracted to the water services authority.

3.3 Framework for establishing water services providers in rural areas

The Department of Water Affairs and Forestry has recently published this framework (RSA, 1998) which sets out the options for establishing institutional options for providing water services in rural areas. The option of a district council, as water services authority, working with water committees, as water services providers, is recognised in this framework as an important option. The framework also provides for the situation where the district council may have to be the bulk services provider. However, where there are local options for bulk water supply it is considered best for the bulk service to be run by the local water services provider.

3.4 District council guideline

Complementary to the framework mentioned above, the Department is also completing a guideline for district councils which deals with the roles and responsibilities of such councils who act as water services authorities.

A most important provision in this guideline relates to the support services activity. Support services are defined as the variety of activities that are required to assist small water services providers to undertake their responsibilities properly. This includes, *inter alia*, mentoring, major maintenance and bulk purchasing of materials. These activities are part of the normal range of water services provider activities but may be contracted out to others under service contracts.

From the point of view of this study, the way support services are established in the Maluti area are likely to be central to the long term success of water services provision. Such support services may be provided by the district council itself or by private firms or NGOs who would be contracted to both the district council and the water committees.

4.0 CURRENT STATUS: MATATIELE DISTRICT (Stakeholder Findings)

4.1 Overview of Research Area

As this project was a case study of the Matatiele magisterial district, research activities were focused on this geographical area. Consultation with the Wild Coast District Council, as the executive local government structure for the Matatiele district and therefore the future water services authority, also formed an integral part of the project process.

The Matatiele district is one of nine magisterial districts or Transitional Representative Council areas that now constitute the region of the Wild Coast District Council, and which were previously part of the northeastern section of the former Transkei. The Matatiele district consists of rural areas that have been resettled into village clusters. Pertinent statistics for the Matatiele district include the following (Ulhmann, Withaus and Prins, August 1998):

- Population -- 284,200
- 191 villages
- 2,018 square kilometers
- Average population per community – 1,488 people
- Population density -- 17.9 people per hectare (within village boundaries)
- Population density -- 1.17 people per hectare (for the district)
- Average disposable income – R689/annum
- Approximately 60% unemployment

Pertinent statistics for the Wild Coast District Council area include the following (Ulhmann, Withaus and Prins, March 1997):

- Population – 2,076,500
- 1,476 villages

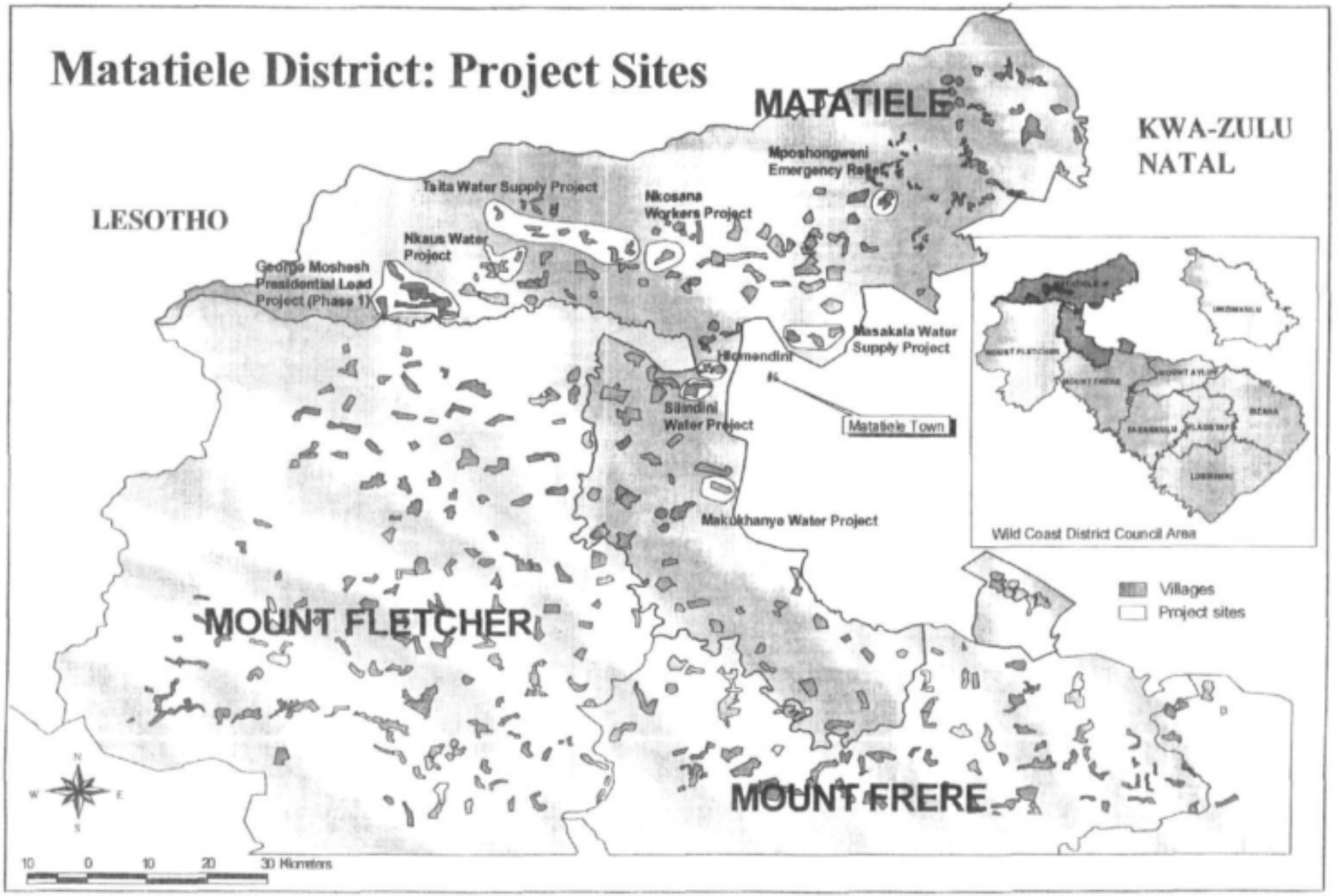
Due to the size and number of villages in the Matatiele District, specific areas had to be identified for study. As this study was aimed at developing future management arrangements for rural water supply, the seven completed RDP and Mvula Trust water projects in the area were identified. These projects consist of the following: George Moshesh Presidential Lead Project (Phase1); Tsita Water Supply Project; Makukhanye Water Project; Masakala Water Supply Project; Nkaus Water Project; Nkosana Workers Project; and Silindini Water Project. In order to include input from areas without an RDP level water project, Hlomendini Village was selected as an area without any working water service, and Mposhongweni Village was selected as an area with an emergency relief level of water service. The research project thus focused on a total of 9 project areas.

4.2 Overview of Projects

The following table sets out an overview of the selected study areas:

Table 4.1: Overview of Projects

NAME	VILLAGES	POP.	TYPE	COST	PRESENT STATUS
George Moshesh Presidential Lead Project (Phase 1)	**11 villages:** Ha Thiakanelo Kholokwe Ha Mohapi Ramaqele Thaba Bosiu Likomoreng Masupa Mahareng Mpharane Thotaneng Chere	**14 500** 400 400 1550 1550 400 1250 2650 1950 1200 1950 1200	Gravity-fed; river weir; no purification	R4, 810, 950	Complete (March 1996) and working Funding: RDP1 DWAF
Hlomendini	Hlomendini village	**2051**	N/A	N/A	No working water services (Old, spring protections and borehole)
Makukhanye Water Project	1 village: Embizeni	**1017**	Gravity-fed; spring protection	R204, 752	Complete (June 1996) and working. (Presently not to RDP standards i.t.o. amount supplied. Funding for upgrading pending). Funder: Mvula Trust
Masakala Water Supply Project	4 villages: Masakala Tsepisong Kholong Newstance	**5000**	2 boreholes; electric pumps; gravity-fed reticulation; pre-paid tapstand pilot project	R1, 300, 000	Complete (March 1998) and working. Funder: Mvula Trust
Mposhongweni Emergency Relief	1 village: Mposhongweni	**555**	4 spring protections each with 1 tank and tapstand.	R34,696	Complete (March 1998) and 75% working. Emergency relief level of service. Funder: DWAF KwaZulu Natal – emergency relief
Nkaus Water Project	5 villages: Likhohlong Moqhobi Sekhulumi Mhlontlo Sekhutlong	**5 400**	Gravity-fed; spring protection	R403,938	Bulk supply only. (1995) Funder: TAP Trust
As above	As above	As above	As above	R296,000	Reticulation (1996). Completed project then stopped working. Funder: Mvula Trust
Nkaus Model Project	As above	As above	As above	R318,508	In progress. To address short-comings & develop 'model'. Funder: Mvula Trust (Irish Aid)
Nkosana Workers Project	Nkosana	**500**	Solar pump from spring to tank; gravity-fed reticulation	R212 000	Complete (June 1998) and partially working. Funder: Mvula Trust
Silindini Water Project	Silindini	**500**	Gravity-fed; spring protection	R185 080	Complete (July 1996) & working. Funder: Mvula Trust
Tsita Water Supply Project	**9 villages:** Sera; Potlo; Thotaneng; Lehata; Mabua; Nkoncane; Tsenola; Pehong; Cochet	**13, 136**	Gravity-fed; river weir; no purification	R2, 415, 000	Complete (March 1998) and working. Funder: Mvula Trust


Matatiele District: Project Sites
MATATIELE
KWA-ZULU
NATAL
LESOTHO
Tsita Water Supply Project
Nkosana
Workers Project
Nkaus Water
Project
George Moshesh
Presidential Lead
Project (Phase 1)
Masakala Water
Supply Project
Matatiele Town
Makukhanye Water Project
Wild Coast District Council Area
Villages
Project sites
MOUNT FLETCHER
MOUNT FRERE
10 0 10 20 30 Kilometers

4.3 Findings

Based on the various research activities listed under methodology, the findings for each activity are described in this section.

4.3.1 Introductory Meeting

The first Introductory Meeting for the research project, "Case Study of Management System for Rural Water Supply: Matatiele District" was held in Matatiele town. Forty people representing all 9 project areas and representatives from the Department of Water Affairs (Umtata office), DWAF (Maluti office), Department of Health (EHOs), Maluti TRC, and Mvula Trust attended this meeting. The Wild Coast District Council sent apologies.

The primary objectives of this initial meeting were to:

- introduce the research project to all role-players;
- enable the representatives from different communities and structures to meet and discuss issues and share experiences;
- confirm existing data and gather additional information regarding projects and structures;
- initiate consultation and discussion on the issue of long-term management of rural water projects in the Maatatiele district.

The general findings were that all the completed RDP or Mvula Trust water projects in the district are run by community-based water committees and their technical operators. (The term 'technical operators' refers to community members who received technical training and experience through working on their water project during the construction period and who were then selected by their community to be responsible for technical O&M activities).

Specific findings from the group discussions and presentations included the following:

- Water service tariffs have been set for each of the 7 areas with completed projects. A flat monthly household rate is applied at most projects. These household tariffs range from a minimum of R1/month (Silindini) to the maximum of R3/month (Makukhanye).
- At the Masakala project there is a pre-paid system presently based on R5/kilolitre (½ cent / litre) for water with an additional once off R10 deposit for a pre-paid key.
- Responsibility for collection rests with the water committees and project bookkeepers and the levels of collection vary from project to project.
- Most of the projects have volunteer technical operators who received technical training on their projects during implementation. At George Moshesh and Tsita, the 2 largest projects, technical operators are paid a regular (albeit nominal) salary by their water committees from community water services tariffs. (Note: technical operators had not yet begun work at the Masakala Project at the time of this workshop).
- The representatives from each of the areas with completed projects said they were satisfied with their projects. However, representatives from Silindini and George Moshesh raised the issue of tapstands being farther away than 200m in some cases. Masakala representatives raised dissatisfaction with the pre-paid tapstands related to teething problems of the new technology.

- All community representatives and local role-players at the workshop identified project-based water committees, with the support of their communities, as the primary role-players in present and future operation and maintenance of projects.

4.3.2 Community Workshops

As part of the above-mentioned Introductory Meeting, arrangements were made for Community Workshops to be held in each of the 9 selected project areas.

The objectives of the Community Workshops were the following:

- To introduce the research project to each target community;
- To prepare each community for the upcoming household surveys and for their selection of community surveyors;
- To obtain community input with regards to the long-term management of their water projects.

Table 4.2: Community Workshops: Attendance

	Total	Women	Men	Youth
George Moshesh	15	7	8	0
Hlomendini	29	17	12	14
Makukhanye	53	20	33	3
Masakala	63	27	36	18
Mposhongweni	87	41	46	24
Nkaus	167	109	58	13
Nkosana	27	12	15	5
Silindini	18	10	8	0
Tsita	29	16	13	0
TOTALS	**488**	**259**	**229**	**77**
Percentage		**53%**	**47%**	**16%**

Findings from the group discussions and presentations in the areas with water projects included the following:*

- Community awareness of household water tariffs was very high, including community knowledge of the tariff rate for their project area;
- Many of the people who attended these workshops had paid their water tariffs regularly over the last 6 months;
- Amongst the community people attending the workshops, there was a clear understanding of why tariffs were required. For example, all discussion groups from every project clearly stated that O&M of their scheme required money. Some groups further emphasized the issue of sustainability and ensuring that their project lasted. With the Masakala project, the only pumped scheme, awareness of electricity bills was also high.

* NOTE: These findings can be expected to reflect the awareness levels of those community members who attend community meetings regularly and who are interested in the issue of water. As the water committees usually called the meetings, the findings can also be expected to reflect the views of those people who support the structure.

- When asked to discuss the issue of who should be responsible for maintaining the water projects, it was unanimously stated that it should be water committees with the support of their community.
- When asked where household water tariffs should be paid to, there was once again unanimous support for paying this to the water committees, as the community representatives, of each project.

Findings from the group discussions and presentations in the areas without RDP level water projects (Mposhongweni and Hlomendini) included the following:

- There was dissatisfaction with the lack of service at Hlomendini as well as with the emergency level of service at Mposhongweni.
- All groups from both communities reported a willingness to pay for RDP level of service. This ranged from an average of R1/household per month at Hlomendini to R5/household per month suggested by most groups at Mposhongweni.
- When asked to discuss the issue of who should be responsible for future maintenance and operation of water schemes, there was a unanimous preference for the water committee with the support of their community.
- When asked to whom household water tariffs should be paid, there was once again unanimous support for paying the water committees of each project.

4.3.3 Household Surveys

A total of 473 household surveys were carried out within the 9 selected project areas following the Introductory Community Meetings. At each community meeting, the community had been tasked with selecting the surveyors for their project area. All the selected surveyors received 2 days of training at a central venue which covered basics on RDP policy and the project cycle related to rural water supply projects as well as training and practice sessions specific to the survey form. Each survey team was then assisted and monitored during their first day of surveying by the research team. After the completion of all surveying, a de-briefing session was held at a central venue for all the surveyors to pass in their surveys and to give their feedback on the process.

The aims of the household surveys were the following:

- To gather unbiased information and feedback from a wide variety of households within each community to better understand the consumer (household) needs and preferences related to water services.
- To encourage community households to consider the issue of the management of their water services.

A report on the full findings of the household surveys is attached, "*Appendix 5: Household Survey Results*". Some of the most pertinent overall statistics from households surveyed included the following:

- 69% of households were satisfied with both their level of service and the operation of their project. (Those households that did not register satisfaction with their water services came largely from the 2 community areas without an RDP level water project (Mposhongweni and Hlomendini) and from the communities with partially working or not working projects (Nkosana and Nkaus projects)).
- 85% of households supported their water committee as a structure.

- 77% of households thought their committee was doing a good job; 78% thought their technical operator was doing a good job; and 68% thought their book-keeper was doing a good job.
- 61% of households were not aware of the Maluti TRC. However, most households who *were* aware of the TRC supported it (30% of households supported it out of 39% of households who were aware of the structure).
- 97% of households surveyed were not aware of the Wild Coast District Council.
- Most households (63%) thought government should be responsible for installing water projects.
- Most households (91%) thought responsibility for daily operation and maintenance of water projects should rest at community level (community, committee, and technical operators).
- 61% of households thought responsibility for major repairs should rest at community level (technical operator, committee, and community); while 23% thought the government (or the RDP) should pay for major repairs.
- Most households (69%) thought government (or the RDP) should pay for future project replacement costs.
- Most households (77%) thought water committees should be paid for the job they do.
- Most households (95%) thought technical operators should be paid for the job they do (most thought R100/month).
- Most households (84%) thought bookkeepers should be paid for the job they do (most thought R100/month).
- Most households (86%) were aware of what their household tariff was and most households (71%) thought the amount was satisfactory.
- Most households (61%) had paid something for water from January – March 1998.
- Most households (74%) wanted to have private tapstands **and** were willing to pay for them, however only 11% of households were willing to pay the amount it would actually cost to install one.

The more detailed findings of the household surveys, including breakdowns according to project, are included in the attached document referred to above. Also attached are the workshop reports on the surveyor training days and the de-briefing session (Appendices 1 – 5).

4.3.4 Village Water Committee Workshops

Following the household surveys, workshops were held at each of the 9 project areas with the village water committees and their technical operators and bookkeepers. These committees and their staff (paid or volunteer) presently provide the function of water service providers in the sense that they have each taken on the responsibilities of the day to day operation and maintenance of their communities' projects and the collection of tariffs.

The aims of these workshops were the following:

- To focus in detail on the present technical maintenance activities and the overall management arrangements at each completed project.

- To introduce the Water Services Act and to begin discussions on the roles and responsibilities of the water service authority and the water service provider.
- To get informed opinion on what structure should be the water service provider at each project.

Overall findings from the workshops with Village Water Committees included the following points (for detailed reports on each VWC, please see Appendices 6 – 14):

Technical:

- The current level of service for the 7 completed projects (Mvula and DWAF funded projects) is RDP level i.e. communal tapstands within 200m of every household supplying 25 litres/person/day.*
- The completed projects in the area are technically appropriate. 5 of the 7 projects are sourced from springs or a river weir and gravity reticulated. The remaining 2 projects require pumping from their sources to storage tanks, from which there is gravity reticulation (one project is equipped with boreholes and electric powered pumps, and the other project uses a solar pump to pump water from a spring). The project fitted with electric pumps also uses pre-paid tapstands and is a pilot project for this type of system.
- Most of the completed projects are in good working order and are being satisfactorily maintained by their technical operators under the supervision of their Village Water Committee (VWC). The notable exceptions to this at the time were the Nkosana and the Nkaus projects. The Nkosana project has a solar powered pump which did not appear to be functioning properly – representatives complained of the tank taking up to 3 weeks to fill. The Nkaus project has failed in the O&M phase primarily due to community management problems (conflict between an 'old' committee and a 'new' committee resulting in episodes of vandalism) and shortcomings in O&M training. (The rehabilitation of this project is presently being attempted under the 'Nkaus Model Project' programme of Mvula Trust funded by Irish Aid).
- The emergency-level project at Mposhongweni has one tank that is not filling properly (the other 3 are in working order).
- There was generally a high level of village water committee satisfaction with the technical operators on the projects. While most technical operators are volunteers, most VWCs stated that the issue of their payment had been raised and was being considered. Technical operators appeared generally competent in terms of the daily running of the projects and repairs to pipes and tapstands
- Regular maintenance work, as opposed to repair work, does not appear to be done on most of the projects. As most operators are volunteers, they are only called upon when something goes wrong. However, in the case of the George Moshesh project, regular payments to operators and hence somewhat more regular maintenance activities are taking place on the scheme. The Tsita and Masakala schemes, recently completed at the time of these workshops, also appeared to be initiating such a system.
- Volunteer technical operators were dissatisfied with the lack of remuneration.

* Note: The Makukhanye Project funded by Mvula Trust currently falls short of RDP standards in terms of amount of water supplied during winter.

Management:

- All VWCs felt strongly that they should be the water services provider for their projects and that the money collected should remain in the community. (All VWCs stated that the water committee should remain responsible for the water project and that it *wanted* to remain responsible).
- Most VWCs reported that they had regular meetings with their communities. Most have their meetings through the tribal authority structures. Masakala VWC specifically reported difficulties in getting the community to attend meetings.
- VWCs generally reported that most community people say they are willing to pay for their water services despite relatively low levels of payment.
- All the VWCs reported good relations with the Tribal Authority.
- VWCs reported varying levels of communication between themselves and the TRC. This ranged from very good and active (George Moshesh, Masakala) to no communication (Nkosana, Mposhongweni)*.
- With regards to the role of the TRC, many VWCs suggested that the TRC could give assistance in being a voice of government in communities, particularly by encouraging households to pay and explaining the RDP to communities. Most VWCs did not think that the TRC could be considered as a water services provider option because it was too far removed from their community. Some fears of potential corruption were also raised.
- None of the VWCs had had any contact with the Wild Coast District Council (WCDC) at the time of these workshops.
- Once the WCDC and the Water Services Act had been reviewed, the suggestions as to the future role of the District Council as the water services authority included the following:
  - To give advice on technical problems
  - To give financial assistance as needed
  - To give assistance in the case of emergencies
  - To give assistance with upgrading projects
  - To give management advice, including advice on which consultants to use
- While VWCs felt that the District Council could have a role as a water services authority, they felt the District Council was not an appropriate structure to serve as the water services provider for their projects generally because it was geographically too far removed.

Financial

As a preface to the financial information gathered, it should be stated that responses to questions in this area were sometimes vague. While record keeping of income and expenditure appeared to be happening at all of the projects, the format in which the information is generally kept does not lend itself to tracking cumulative figures for income and expenditure or levels of cost recovery. It should also be noted that several of the projects were only recently completed at the time of the Village Water Committee workshops and so clear patterns of income and expenditure had not yet established themselves. Several of the Mvula Trust projects show more money in

* It is interesting to note that in the household surveys, Mposhongweni community reported one of the highest levels of support for the TRC.

their bank account than what has been collected for O&M tariffs because they have included the amounts collected for their Emergency Funds as well.

The proceeding table sets out an overview of the financial information gathered.

Table 4.3: Projects Financial Data (May 1998)

Project	Tariff	Records and receipts	Amt. in bank account	Cumulative Income	Cumulative Expenditure
George Moshesh	R2/month/house	Both	12 accounts: min. R1000 per account	+R12,000	• R150- repairs • R400/month - labour
Hlomendini	N/A	N/A	R250	N/A	N/A
Makukhanye[**]	R3/month/house	Records	0	?	?
Masakala	R5/kilolitre	Both	R10,321	R3,400	200
Mposhongweni	0	Records	N/A	R221	R216
Nkaus	R1.50/m/house	Both	R1,510	R1,510	? R120
Nkosana	R2.50/m/house	Both	R1,400	R1,400	0
Silindini	R1/month/house	Records	R1,361	R640	0
Tsita	R2 /month/adult	Both	R23,000	R1,600	R175

- The quality of bookkeeping reflected the levels of training, experience and ongoing support that water committees had received from external organisations.
- Committees and project bookkeepers are generally not able to adapt bookkeeping procedures for implementation to appropriate record-keeping procedures for O&M without assistance and ongoing support.
- The arrangements for tariff collections at most projects are based on monthly door-to-door collections by committee members **or** monthly payments by households brought to their village water committee treasurers' house.
- Cost recovery levels are generally very low. VWCs responsible for gravity-fed systems, which require little technical input to keep water running, generally do not see the need for high levels of cost recovery. Ad hoc operation and maintenance activities are generally enough to keep water flowing. Technical operators, while increasingly complaining about a lack of pay, often continue to work as reluctant volunteers making repairs when necessary. These systems therefore often continue to operate despite minimal cost recovery.
- While income is low, expenditure is always kept lower.
- Low levels of payment often seem to be due more to inadequate or poorly implemented collection systems rather than to household unwillingness to pay.
- There appears to be no enforcement of non-payment policies by water committees against individual households. (Project constitutions usually contain non-payment policies such as calling households before a Disciplinary Committee and then, if required, to the Tribal Authority or TRC).
- Non-payment by 'renegade' villages of group schemes has been addressed through series of community meetings and requests for assistance to tribal authorities.

[**] This project had lost both of its trained bookkeepers as they have left the project area in search of work.

Refer to the section *Individual Examples: Operation and Maintenance Systems* for more detailed and up-dated financial information on 3 selected projects (Silindini; Masakala; Tsita).

Training

As training during the implementation period can be expected to have had a possible effect on the success or failure of completed projects, a broad overview of the training conducted at each project is included below.

Table 4.4: Projects Training Overview

Project	Target Trainees	Training Areas Covered	Trainees	Training days
George Moshesh	Committee	• Introduction to RWS	35	2
		• Committee Skills	35	5
		• Financial Mngt.	35	5
		• O&M Mngt.	35	5
	PSC and VWCs	• Follow-up Support	35	5
	Technical Operators	• O&M technical	9	4
Hlomendini	N/A	N/A	N/A	N/A
Makukhanye	Committee	• Committee Skills	16	4
		• Financial Mngt.	16	4
		• Health & Hygiene	16	1
		• O&M Mngt.	16	3
	Technical Operators	• O&M technical	4	3
Masakala	Committee and book-keepers	• Introduction to RWS	16	2
		• Committee Skills	16	5
		• Financial Mngt.	16	5
		• Health & Hygiene	16	1
		• O&M Mngt.	16	5
	Bookkeepers	• Ongoing support	2	1/month x 22
	Technical Operators	• O&M Technical	4	3
	Committee + staff	Mentorship programme (mngt. and technical)	20	Ongoing – 12 month period
Mposhongweni	None	N/A	N/A	N/A
Nkaus	Bookkeepers	• Bookkeeping	3	3
	Committee	• Project Mngt.	12	5
	Technical Operators	• Technical O&M	(?)	(?)
Nkosana	Committee, bookkpr.	• Bookkeeping	5	6
		• Project Mngt.	2	6
	Technical Operators	• Technical O&M	3 (?)	2(?)
Silindini	Committee, bookpr.	• Bookkeeping	3	5
		• Project Mngt.	3	5
	Technical Operators	• Technical O&M	2(?)	2(?)
Tsita	Committee + bookkeepers	• Introduction to RWS	20	2
		• Committee Skills	20	5
		• Financial Mngt.	20	5
		• O&M Mngt.	20	6
	Bookkeepers	• Ongoing support	2	1/month x 24
	Community	Awareness Campaign	N/A	14
	Technical Operators	• O&M technical	4	3

It is relevant to note that while recent policy is now encouraging mentorship programmes for completed rural water supply projects, most of the projects researched were implemented before this need was recognised and so do not have

such programmes in place. The only exception is the Masakala Project, which is the pre-paid pilot project. The George Moshesh project area, as part of the George Moshesh Phase 2 RDP project that is currently being implemented, is expected to receive an approved mentorship programme in the future.

As further notes to the preceding table, it should be emphasized that the training conducted was largely project-specific and thus addressed the needs of technically simple community managed schemes. In the case of the Masakala project, which is the most technically complex of all the schemes because of the boreholes and the computerised pre-paid system, the on-going support through the mentorship phase is critical.

Issues and Problems

Village Water Committees raised the following points of concern:-

- Committee members are not paid for their time.
- Community members often do not want to 'pay their neighbours' for collecting tariffs from them.
- Community meetings are generally attended by those community people who already pay tariffs and not by those people who do not.
- Some project areas experience poor attendance by community members at community meetings.
- There are always some households who refuse to pay water tariffs saying 'water is free' or 'the RDP is for free.'
- Households who are considered to be educated are often the worst offenders in not paying water tariffs despite the fact that they often use more water than average.
- The George Moshesh VWC specifically reported dissatisfaction because they thought tapstands were too far away. They felt that this situation made it difficult for them to collect tariffs from households. (The tapstands are within the RDP standards of within 200m of households).
- The Masakala VWC reported various technical problems with the pre-paid system.

4.3.5 Role-player Interviews

Interviews with various role-players were conducted as part of the research project and included the following: Wild Coast District Council; Maluti TRC; DWAF – Maluti office; Maluti Environmental Health Officers (EHOs); and Mvula Trust.

These interviews had the following purposes:

- To obtain more detailed information about the activities of each structure, specifically in relation to any role they might play in long-term management of rural water supply in Maluti district.
- To consult with informed and active local stakeholders about the future arrangements for sustainable O&M of rural water supply.

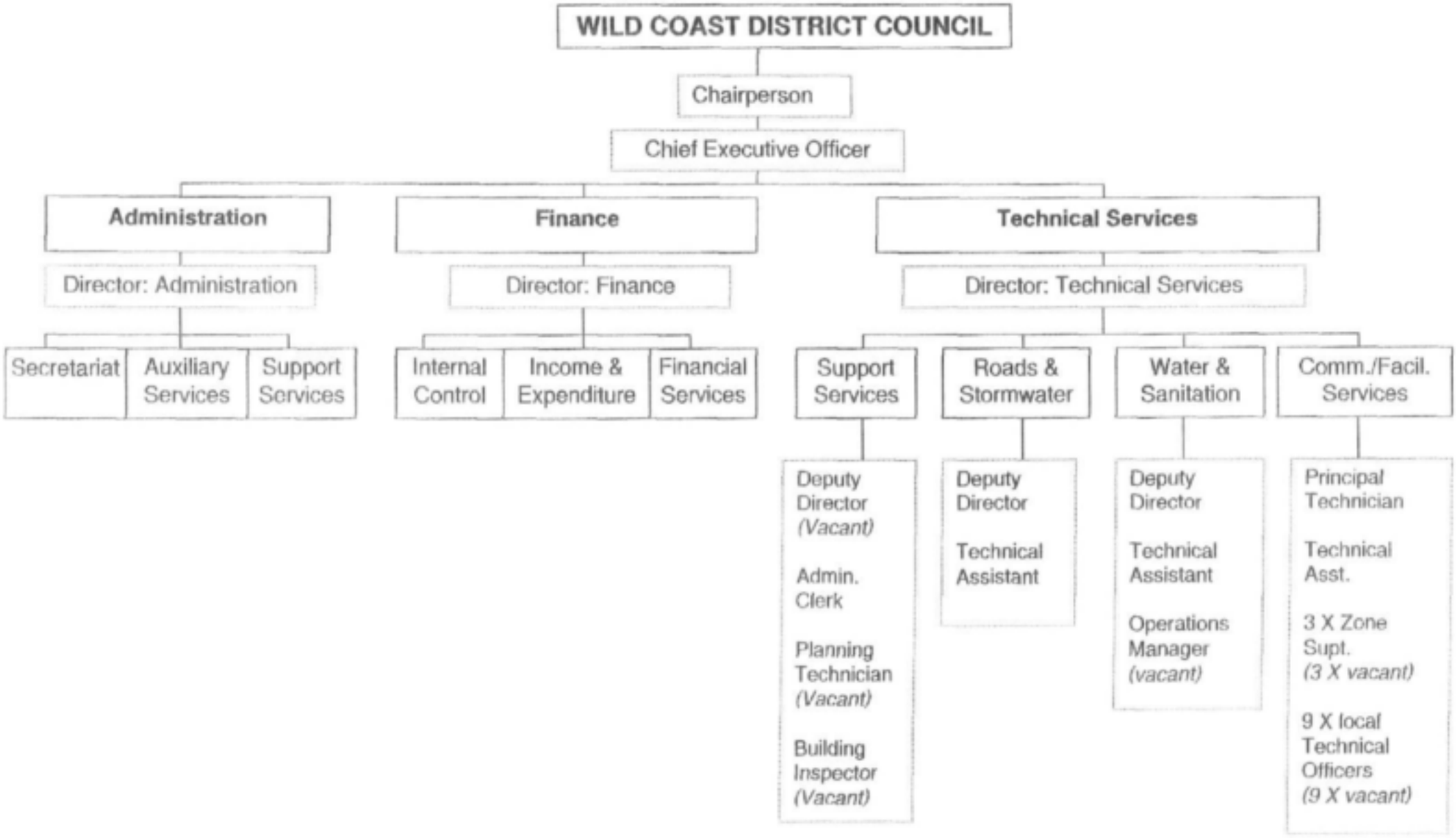
The most relevant findings from these interviews included the following:

Wild Coast District Council:
The Wild Coast District Council is the executive level of local government for the north-eastern region of the Province of the Eastern Cape.

- The *political* (elected) structure of the Wild Coast District Council consists of 2 - 3 elected councilors from each of the 9 TRCs and 8 TLCs within the District Council area (Maluti TRC, Mt Ayliff TRC/TLC, Lusikisiki TRC/TLC, Mt Frere TRC/TLC, Mt Fletcher TRC/TLC, Bizana TRC/TLC, Tabankulu TRC/TLC, Umzimkhulu TRC/TLC, Flagstaff TRC/TLC). With regards to water, there is a Technical Sub-committee that covers water as one of its interests.
- The *permanent staff* structure of the Wild Coast District Council consists of various employees under the direction of the Chief Executive Officer (also a staff member). With regards to water services, there is presently a Director of Technical Services, a Deputy-Director of Water and Sanitation, and one technical assistant for water services.
- The Wild Coast District Council is responsible for an area of 21,000 square kilometres which is populated by 2.7 million people in 1400 villages.
- The WCDC is presently dealing with a shortage of both staff and funding. Income to the WCDC from national government based on the equitable share had not yet started. Councilors and staff were cynical as to these payments becoming a reality, which informs their thinking on the financing of the O&M or rural schemes. A range of ideas is being considered, which include imposing a flat rate that can cross-subsidise more expensive schemes and the capital costs of new schemes. Other ideas include having a portion of tariffs paid to the WCDC for them to hold in trust to be used for major repairs to projects and for paying for any support functions to the water service providers.
- At the time of the interview, the WCDC understood their future role in water services to include the following:
  - To be the water services authority for all water schemes in the WCDC area
  - To have existing water projects transferred to itself from DWAF
  - To set up the contractual agreements between itself (as a water services authority) and its chosen and appointed water services providers
  - To ensure that all water services providers are providing sustainable water supply projects that meet RDP standards.
  - To coordinate and plan all future development in the WCDC area
  - To encourage and develop local initiatives
  - To ensure affirmative action policies
  - To be a link between DWAF and communities
  - To supply information to communities through the TRCs
  - To supply information to consultants working in the area
  - To give technical advice to water service providers from their offices
  - To provide specialised technical assistance to projects (at a cost) when necessary.
  - To play a role in monitoring projects – *possibly* technical and financial
  - To manage the bulk supply for large schemes and to collect tariffs for doing this work.

Please see the staff organogram of the Wild Coast District Council on the following page.

Figure 4.1: Organogram of Wild Coast District Council Staff

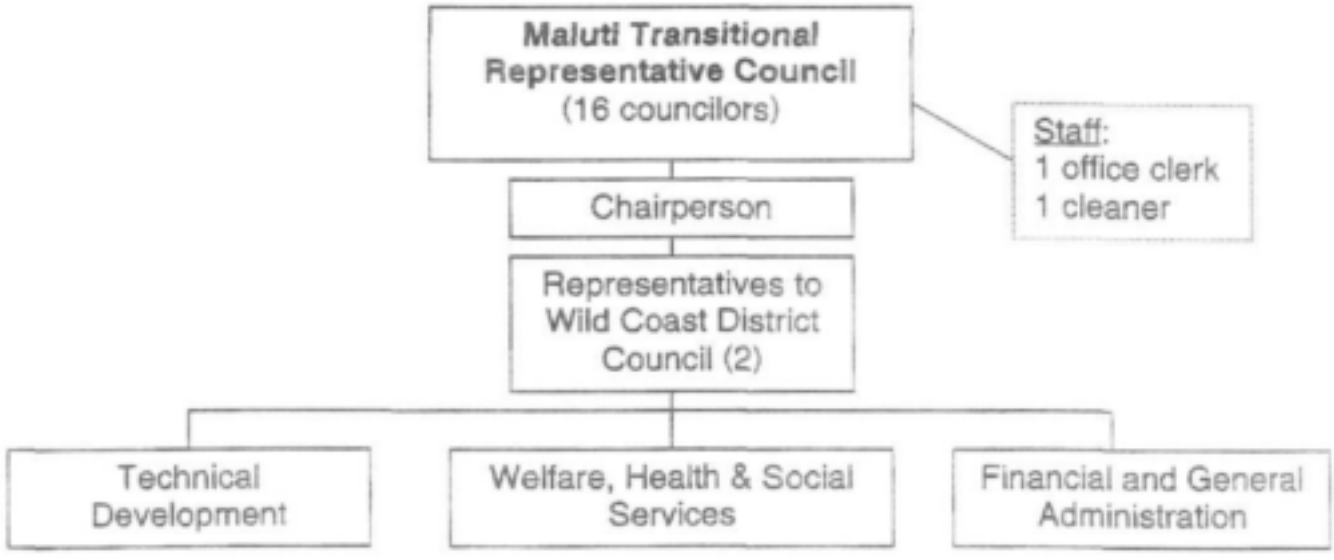


Maluti TRC

The Maluti TRC is the primary level of local government for the rural communities of the Matatiele District in the Eastern Cape. (Matatiele town has its own TLC and falls within the provincial border of KwaZulu Natal).

- The Maluti TRC consists of 16 elected councilors who have one formal sitting per month.
- There are presently two permanent paid staff members – a clerk and a cleaner.
- The lack of pay to elected councilors makes it very difficult for them to fully carry out their jobs (presently they do not receive reimbursement for their time or transport costs for attending community meetings).
- The Maluti TRC sends 2 delegates to the WCDC.
- TRC members serve on the PSCs of water projects and on development committees as observers only (according to their guidelines).
- The TRC representatives supported the idea of Village Water Committees as the water services providers i.e. VWCs should look after the day-to-day maintenance of their projects.
- The TRC sees its role as part of the local government role of water service authority:
  - To act as monitors or 'watchdogs' at community level
  - To possibly monitor the finances and books of Village Water Committees
  - To monitor the working status of water projects
  - To provide information to communities from government (e.g. payment for services, RDP policy, etc.)
  - To be a link between communities and the WCDC

Figure 4.2: Organogram of Maluti TRC



Maluti office (DWAF):

The Maluti DWAF office is one of the small regional offices that was incorporated into the provincial Department of Water Affairs and Forestry structures from the former Transkei Department of Agriculture and Environment.

- There are 3 office-based employees and a number of field staff.

- There are 3 office-based employees and a number of field staff.
- The office is responsible for the upkeep of the 'old Transkei' projects, e.g. windmills.
- The Department of Water Affairs and Forestry has been under-going internal re-structuring which has affected the ability of local offices in the former Transkei to work. (Little work has been done by this office since they were incorporated into Eastern Cape DWAF).
- Up to this point, the local DWAF office has not had anything to do with the new RDP projects.
- Local DWAF representatives raised the issue of the future difficulties in getting people to pay for water in areas where the government has been maintaining systems for free.
- Local DWAF staff thought that with the RDP gravity-fed systems, Village Water Committees would be able to act as water services providers as they had received training.

Mvula Trust:
Mvula Trust is a national South African non-governmental organisation involved in rural water and sanitation. One of its two Eastern Cape regional offices is located in Kokstad and is active in the Wild Coast District Council area.

- Mvula Trust's policy is now to include local government, primarily through TRC members, in all projects. (Previously, they used to work directly with communities only).
- Mvula Trust head office has recently completed a pilot project in developing contractual relationships between local government (District Councils) and water service providers (water committees). The project included the development of a Model Water Service Agreement and a sample constitution for community based organisations.
- Funding applications to the regional Mvula Trust office are now forwarded to the Wild Coast District Council for support.

Maluti Environmental Health Officers (EHOs) – Department of Health:
In early 1998, an inter-departmental agreement was signed between the Department of Health and DWAF to get Environmental Health Officers active in rural water supply projects.

- The Maluti Department of Health has 4 EHOs, 2 of whom had been assigned responsibilities in RDP water projects.
- EHOs are to act as 'observers' on PSCs of RDP projects.
- EHOs reported that they are to fulfill the following roles on RDP projects (with the exception of BoTT projects):
  - To attend PSC meetings
  - To ensure that committees are democratically formed
  - To provide basic health and hygiene education with regard to water
  - To aid communities in interpreting the project Business Plan
  - To monitor project budgets
  - To encourage communities to pay for water services
  - To test water quality by sending results to the laboratory in Umtata
- EHOs presently meet with DWAF Umtata once a month.
- EHOs reported the following difficulties:

- EHOs reported the following difficulties:
  - Becoming involved in projects already underway
  - Conducting water quality tests because of the laboratory being so far away
  - Being overloaded with work (they have been requested to now cover Umzimkhulu area as well)
- EHOS had the following suggestions:
  - Village Water Committees can act as water service providers as long as they receive the training they need.
  - The TRC can assist the VWCs when necessary and should work with them
  - The Wild Coast District Council should employ personnel to cover water quality control, health education and sanitation in areas with water projects (i.e. this work should not fall to EHOs).

The difficulties raised by the Maluti Environmental Health Officers have impacted on the implementation of their newly required duties. Their responsibilities with regard to RDP projects in Matatiele district had still not been taken up at the time of the writing of this report.

4.3.6 First Feedback Workshop

This workshop was the first of three Feedback Workshops held as part of this Water Research Commission project. It was held at a central venue and was attended by 30 people representing all 9 project areas as well as the TRC, Maluti DWAF and Mvula Trust. The Wild Coast District Council sent apologies.

The objectives of the workshop were the following:

- To report back on the activities and findings to date.
- To hold discussion groups on the roles of various stakeholders, particularly with regards to the water services authority and water services providers.
- To develop a preliminary framework based on role-player input for management arrangements for the Maluti District in the context of the Wild Coast District Council.

Broad agreement was reached on the following issues:

- **Village Water Committees**: The VWCs should remain responsible for the day-to-day maintenance and operation of water projects i.e. they should become the water services providers. Village Water Committees should also be reporting to their communities as water services providers.
- **Maluti TRC**: The TRC should fulfill the following functions: conflict resolution where needed; to assist VWCs by enforcing government policy in communities particularly with regards to paying for services; to be a link between VWCs (water services providers) and the Wild Coast District Council (the water services authority).
- **Wild Coast District Council**: The WCDC was accepted as the water services authority.
- **Government / Mvula Trust**: These bodies should be responsible for long-term replacement of water projects. It was felt that external funding would be required for this task and that water services providers couldn't be expected to carry this responsibility.

- **Maluti DWAF**: It was put forward by the Maluti DWAF staff that they should work with the TRC in order to fix up the old schemes. This proposal was accepted by all.

Feedback Workshop #1 Report is attached for further details.

4.4 Individual Examples: Operation and Maintenance Systems

In order to illustrate further the present operations and maintenance arrangements at project level, several projects run by community-based water committees were selected for further investigation. The selected projects included the Silindini Water Project (a one village gravity fed water supply scheme); the Masakala Water Project (a small group scheme served by boreholes with a pre-paid reticulation system); and the Tsita Water Project (a larger gravity-fed group scheme).

4.4.1 Silindini Water Supply Project

The Silindini Water Project is a small one-village scheme that serves less than 500 people by a gravity-fed spring protection with communal tapstands. It is an isolated village that is reached by track through surrounding farm lands. The project is one of the early projects implemented by Mvula Trust in the area and was completed in July 1996.

Management

The project is managed by its elected water committee with 3 volunteer staff members (2 technical operators and 1 bookkeeper). This group meets up to twice a month, however, attendance is very poor and, in effect, very few people run the project (one of the technical operators is also the secretary of the committee). While these meetings are also open to the community, they do not normally attend). The chairperson gives progress reports and the treasurer gives financial reports.

Staff members are unpaid, however, the main technical operator receives R10/month in recognition of his assistance). This issue had been raised by the staff with the water committee and was still under discussion.

Figure 4.3: Organogram of Silindini Water Project

Financial

The Silinidini project was completed shortly after Mvula Trust implemented their policy of an Emergency Fund. Thus the water committee was told on relatively short notice that they had to collect a fund of R12,000. Only R1,000 was collected for this fund, which was then deposited into the community bank account.

The water tariff is R1/month per household and the committee reports a fairly high level of payment by community members. The committee members are responsible for collecting the tariff from households. The payments are recorded in a record book and receipts are issued by the bookkeeper to customers normally once they are paid up for a six-month period. The records are kept by the bookkeeper. The total monies are given to the secretary and treasurer for deposit to the project account.

Tariff collections were initiated in March 1997 at which point they were planned to be done on a monthly basis. After a period of several months, it was agreed that monthly collections required too much time. It was decided that collections should be done on a bi-annual basis instead. At present, collections for the period of March 1997 – April 1998 have taken place. The funding drive scheduled for October 1998 (to cover the 6-month period of May 1998 – October 1998) had not yet been held at the time of this research and was planned for sometime in early 1999.

Table 4.5: Silindini Project: Cost Recovery

Total O&M Period: March '97 – Dec 98

Tariff	R1 / household
No. of households	50
No. of months completed	22
Income Due	R1,100
Actual Collected	R209
% Cost Recovery	19%

Collections Period: Mar '97 – Apr '98

Tariff	R1 /household
No. of households	50
No. of months collected for	14
Income Due	R700
Actual Collected	R209
% Cost Recovery	30%

The water committee has accommodated low cost recovery by keeping cash expenditures very low. The technical operator was paid R10/month from March 1997 – April 1998 (R140). The only other money spent has been on 4 fittings at a total cost of R132. Total expenditure is thus R272, which is slightly more than what has been recovered through tariffs. The over-expenditure has been covered by the Emergency Fund.

Technical

The project is one based on appropriate technology that the community technical operators are able to operate, maintain, and repair as necessary on an ad hoc basis to keep it running. The technical operators carry out the following activities:

- Inspections of the project
- Repairs to tapstands
- Clearing of the silt box – 3 times a month in summer; once a month in winter
- Following the completion of the project, the committee and technical operators organised a follow-up visit by the project agent to address the problems with a tapstand that was not receiving water.

There have been some discussions about putting private tapstands in, partly because of demand, and partly because the committee felt the water pressure in the pipes was too high and was causing pipes to burst. (Eastern Cape Evaluation, 1997)

Silindini Water Project

Fetching water, Silindini Water Project

Interviewing the Silinidini bookkeeper

4.4.2 Masakala Water Supply Project

The Masakala Water Project serves 4 villages with a population of approximately 5,000 people. The project area is close to Matatiele town and is a relatively small and cohesive area in which villages are in close proximity to each other and boundaries are not clearly defined. The water situation in Masakala previous to the project was particularly poor, especially compared to many other areas of Matatiele district, which have perennial springs and mountain streams. The project water sources consist of 2 boreholes and 3 spring protections. The electricity line was extended from Matatiele town to project pumphouses at a cost of R150,000. The project is also a pilot project for pre-paid tapstands. Customers pay a deposit for their own tag, and then purchase credit for their tag at a current rate of R5/kilolitre.

Mvula Trust implemented the project and is currently implementing the pre-paid pilot project, which includes technical and management mentorship. The proximity of the project area to town was a factor in making it an appropriate pilot area for pre-paid tapstands as the support organisations are located in town and the villages were in the process of being electrified (which will enable the project office to house the system's computer).

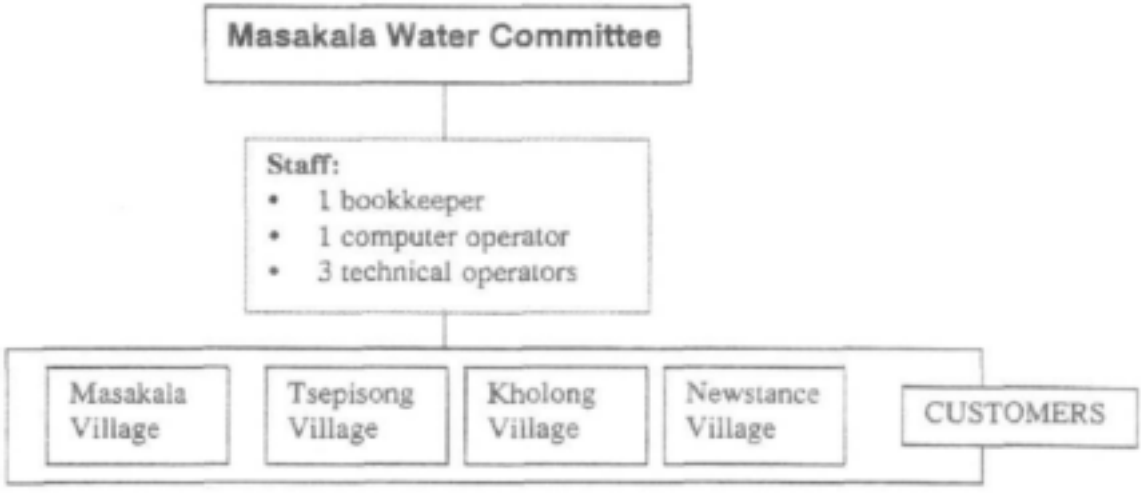
Management

The project is now managed primarily by the project staff, who operate under the authority of the Masakala Water Committee.

The staff consists of the following:

- 1 full-time bookkeeper (one of the original two bookkeepers from implementation)
- 1 full-time computer operator (selected for training by the committee)
- 3 full-time technical operators (chosen from the technical O&M trainees by the committee)

Figure 4.4: Organogram of Masakala Water Project



The management system is quite a centralised one. All day-to-day responsibilities rest with paid staff. These responsibilities include reporting to the community at monthly meetings on both financial and technical issues. The work and time commitments of volunteer committee members is generally limited to monthly meetings to monitor the progress and financial situation of the project.

Financial

The pre-paid tapstand system requires the following payments:

- R10 once-off deposit for a 'tag'
- Pre-paid credit payments on the tag at a current rate of R5/kilolitre

Tags and credit are sold by the bookkeeper direct to customers from the project office that is located in the project area. Each customer who purchases a tag must first become registered. In order to register, each customer must produce a receipt proving that his or her household made their Emergency Fund contribution of R14. Each tag has its own number and will work on any tapstand in the project area.

As the number of registered houses has gone up, the cost per litre of water has come down. The original price was set at R10/kilolitre. After 400 households became registered, the rate went to R7.50/kilolitre. Over 500 households are now registered and the price has gone down to R5/kilolitre. These rates were based on the projected operating budget and start-up costs.

Those people who have not purchased a tag are able to buy water by the litre from the bookkeeper at the office, which is equipped with its own tapstand.

Table 4.6: Masakala Project (Expenditure: December 1997 - December 1998)

MONTH	EXPENDITURE:						TOTAL
	Labour	Admin	Eskom	Sundries	Transport	Consult	EXPEND.
Bal B/F							**0.00**
DEC	0	0	0	0	0	0	0
JAN	0	0	0	0	0	0	0
FEB	0	0	0	0	0	0	0
MARCH	0	0	0	0	0	0	0
APRIL	0	0	0	0	0	0	0
MAY	830	0	666	0	4	0	1,500
JUNE	475	0	468	0	53	0	996
JULY	1,425	0	468	7	133	0	2,033
AUG	1,500	25	0	22	78	2,970	4,595
SEPT	1,500	86	444	0	72	0	2,103
OCT	0	82	918	0	119	0	1,119
NOV	1,200	0	0	0	130	0	1,330
DEC	3,000	0	499	2,242	120	0	5,861
TOTAL	**9,930**	**193**	**3,463**	**2,271**	**709**	**2,970**	**19,537**

As Table 4.6 illustrates, during the first few months of operation the committee did not pay out any expenditure while it established itself. The relatively large 'consultant' payment in August was a reimbursement to the technical consultant for earlier expenses, primarily Eskom payments and bookkeeper wages. The large 'sundries' payment in December was for two oxen for the official project opening celebrations.

Table 4.7: Masakala Project (Income: December 1997 – December 1998)

MONTH	INCOME: Tags	Credit	Refills	Litres	EF Tariff	Interest	TOTAL INCOME	MONTHLY BALANCE	CUM. BALANCE
Bal B/F									7,020
DEC	40	40	0	109	112	35	336	336	7,355
JAN	330	330	0	100	84	36	880	880	8,236
FEB	80	80	0	109	28	36	333	333	8,569
MARCH	235	235	0	109	56	35	670	670	9,239
APRIL	630	630	0	124	126	37	1,547	1,547	10,786
MAY	750	750	0	92	78	50	1,720	220	11,006
JUNE	790	790	214	92	84	53	2,023	1,027	12,033
JULY	930	930	510	192	112	62	2,736	703	12,736
AUG	600	600	1,470	60	56	73	2,859	-1,736	10,999
SEPT	500	500	1,140	0	56	71	2,267	164	11,164
OCT	430	430	780	0	56	74	1,770	651	11,815
NOV	180	180	870	0	42	72	1,344	14	11,829
DEC	130	130	410	0	14	55	739	-5,122	**6,707**
TOTAL	**5,625**	**5,625**	**5,394**	**987**	**904**	**689**	**19,224**	**-313**	

The effectiveness of the pre-paid system in bringing in revenue is clear. The income generated increased dramatically once initial resistance to the system was overcome by addressing technical problems with the new technology. Current issues include fine-tuning monthly income and expenditure. While monthly expenditure is now relatively constant, monthly income has decreased slightly because of the shift towards refilling only (i.e. less extra income from deposits) and because of the rainy season. A re-working of the staffing arrangements will be required to lower monthly expenditure. (The project had collected approximately R7,000 for an emergency fund during project implementation and this is shown as the balance brought forward).

Technical

The Masakala Pre-paid Pilot project is the first community rural water supply project in the Eastern Cape to utilise pre-paid metres at tapstand level. It was also the first application of the Teqnova tapstands and computer system on a large scale. As a result, many 'teething' problems were experienced with regards to the physical working of the tapstands, the tags, and the computer system. Water supply to customers was thus negatively affected, which in turn resulted in a great deal of pressure on the Water Committee and overall project management team. The majority of technical difficulties were overcome after the first 6 months of operation, and presently water supply from the tapstands is generally consistent. The technical operators have also become more familiar with the system and are able to address most problems on their own.

The technical operators inspect tapstands on a daily basis. A common problem is that of vandalism through people trying to use devices other than tapstand tags to get water from the tapstands. The technical operators are able to repair the damage caused by such actions. They have also addressed this problem by recently starting to participate in Water Project report-backs to the community on a monthly basis at which they give reports on vandalism, explain the problems it causes, and encourage community people not to engage in such actions.

The issue of private tapstands has recently been raised by the committee on behalf of community members and will need to be addressed under the mentorship programme.

Masakala Water Project

Pre-paid tapstand ad tag, Masakala Project

Technical operator making repairs, Masakala Project

4.4.3 Tsita Water Supply Project

The Tsita Water Project is a 10 village gravity-fed group scheme serving approximately 13,000 people. The source is a weir on a mountain stream and the water has required no purification works. Mvula Trust implemented the project and thus there was a great deal of responsibility put on the committee, and particularly on the chairperson and the 2 project bookkeepers.

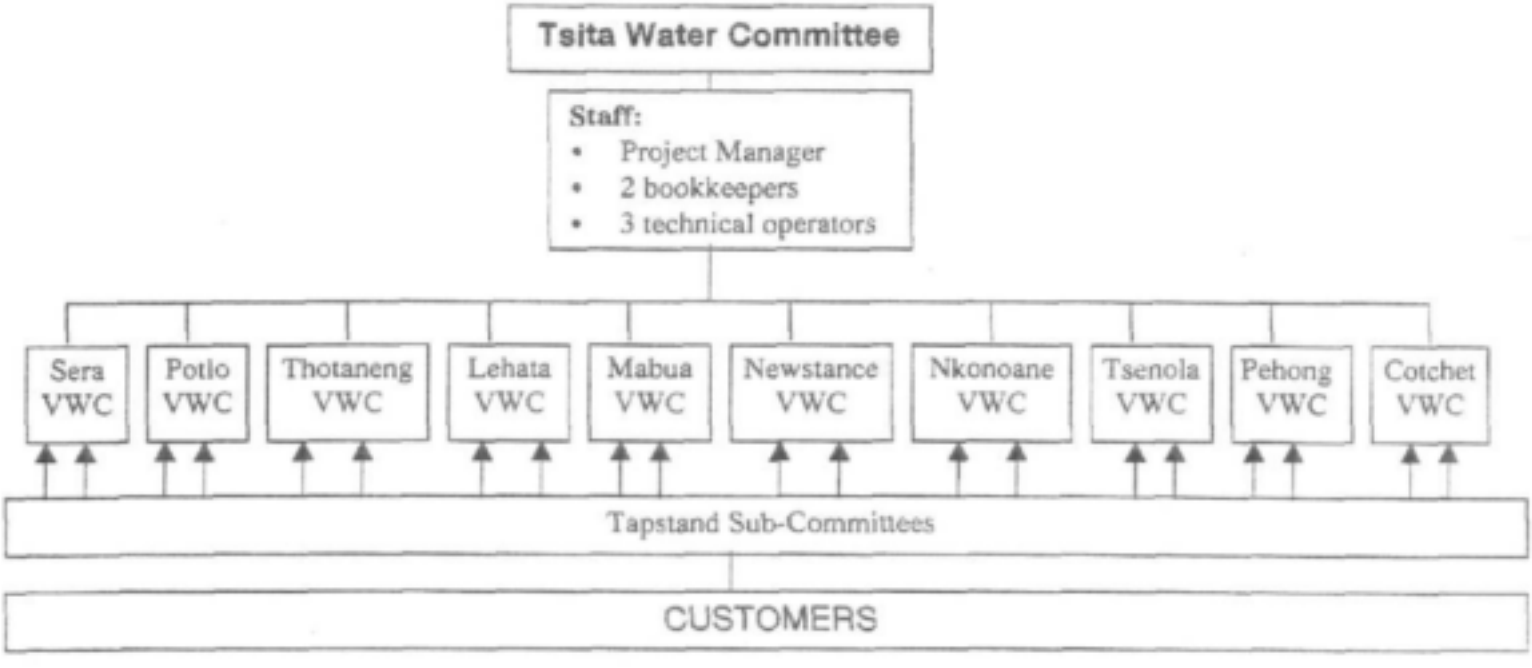
Management:

The project is managed on a three-tiered system of the central Tsita Water Committee, 10 Village Water Committees, and tapstand sub-committees within each village. Sub-headmen of the area are ex-officio members of the central Water Committee.

The Tsita Water Committee employs staff, which consists of the following:

- 1 Project Manager (who is also the chairperson of the Water Committee)
- 2 Bookkeepers (the same bookkeepers who worked during implementation)
- 3 Technical Operators (who were chosen from the technical O&M trainees by the committee and who work on a rotational basis)
- 1 Security Guard (night duty only)

Figure 4.5: Organogram of Tsita Water Project



While the technical responsibilities are the responsibilities of the paid technical operators, many activities related to the collection of tariffs and reporting are the responsibilities of unpaid committee members.

Financial:
As a recently completed Mvula Trust project, the Tsita Water Committee was required to collect an Emergency Fund during implementation from community households. (It was also collected by making deductions off workers' salaries). Approximately R15,000 was collected in this way and deposited into a separate bank account.

The O&M tariff within the Tsita Water Project was set at R2 / adult per month. The amount of the tariff was set based on an exercise of developing a projected O&M operating budget.

Table 4.8: Tsita Water Supply Project - Projected Operating Budget

Projected Monthly Income:

Village Name	**No. of adults**	**Income**
Potlo	56	112
Sera	52	104
Lehata	180	360
Thotaneng	332	664
Mabua	415	830
Tsenola	505	1,010
Pehong	171	342
Coshet	123	246
Nkoane	135	270
TOTAL	1,969	R3,938
100% recovery		**R3,938**
75% recovery		**R2,954**

Projected Monthly Expenditure:

Description:	**Cost**
Project Manager (1)	*500*
Project Administrators (2)	*800*
Security	*372*
Technical Operators (2)	*600*
SALARY SUB-TOTAL:	2,272
Photocopying	*10*
Transport	*72*
Stationary	*25*
ADMIN SUB-TOTAL	107
SPARE PARTS SUB-TOTAL	150
TOTAL	**R2,529**

The community approved the tariff and the operating budget that was proposed by the Water Committee. The Water Committee registered every adult (persons over 18 years of age) living in the area as part of a household registration process. (Scholars are exempt from paying the water tariff). An O&M bank account was opened for this income.

The responsibility for collection has rested with each village since the O&M phase began. The collection procedures, however, have undergone re-defining and development. Originally, responsible committee members were identified for each village and were mandated to go door-to-door collecting payments and giving receipts. In turn, they were to hand in their monies to the bookkeepers at the central office of the Water Project. This system, however, had very poor cost recovery as it required too much volunteer time to do monthly collections in often physically large and populated villages.

The collection system was thus adjusted. Tapstand sub-committees were put in place and became the responsible bodies for collecting tariffs from all adults in households that used a particular tapstand. One person from each of these sub-committees was identified as responsible for turning in records and monies collected to their responsible Village Water Committee representative, who in turn was

responsible for submitting records and monies to the project bookkeepers at the central office. The record book that contained all payments made by each registered person in a particular village remained the responsibility of its Village Water Committee. This collection system has had a much higher level of cost recovery because of strong and direct social pressures exerted within the small scope of tapstand sub-committees. Salaries are paid to project staff each month and institutionalised operation and maintenance appears to be developing overall while coping with various problems and setbacks.

One of the biggest challenges that the water committee has had to face is a movement of community resistance against paying water service tariffs initiated by a member of the Maluti TRC. The local TRC representative attended various community meetings held by Village Water Committees in April and May 1998 and suggested that community people should be careful about 'setting a precedent on payment for services'. Community people interpreted this as a reason not to pay monthly water tariffs and became very reluctant to make payments. Efforts to have the Maluti TRC come to the project area to formally address the problem have failed up to this time. The chairperson of the water committee and the project staff have thus been left to deal with the problems and to motivate the Village Water Committee members to continue their collection work with tapstand sub-committees. A power struggle between local players aligned with local government and tribal authorities appears to have contributed to the problem in the first place.

In terms of non-payment policies, individual defaulters were to be reported to their respective headman. Villages that did not meet their minimum targets were to have their water supply cut off. None of these sanctions has ever been implemented.

Table 4.9: Tsita Project – Actual Income (November 1997 – December 1998)

Village	Nov - Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	TOTAL
Potlo	74	24				160	66	-	90	-		20	434
Sera	0		142			92	118	-	286	-	36		674
Lehata	4	16			86	130	296	-	148	-		40	720
Thotaneng	417				166	504	37	-	420	89	314		1,947
Mabua	276	118	19		142	340	344	304	58	210	674		2,485
Tsenola	36	284	70		380	278	-	-	356	182	158		1,744
Pehong	42	150			330	64	612	-	130	254	618	178	2,378
Coshet	46	66				38	-	-	20	-			170
Nkonane	0	60	126		236	108	44	-	66	40	58	338	1,076
SubTotal	**895**	**718**	**357**	**0**	**1,340**	**1,714**	**1,517**	**304**	**1,574**	**775**	**1,858**	**576**	**11,628**

It is interesting to note that cost recovery gradually increased over the first 7 months of operation (November 1997 – May 1998) during which the water committee was struggling to resolve various issues. While cost recovery mechanisms were initiated in October 1997, the project did not officially open until the end of 1997. Quite serious problems then continued into the first few months of 1998 caused by delays in funding disbursements and consequently delayed payment of workers and construction in additional villages. Thus, from the month of May, assisted with the

revised collection strategy, the cost recovery picture was considerably brighter. Cost recovery levels for the initial 12 months of operation averaged at 26%. The cost recovery average for just the period of the latter 6 months, however, is closer to 40%.

Table 4.10: Tsita Project – Actual Expenditure (November 1997 – December 1998)

MONTH	Material	Labour	Stationary	Admin	Total Expend.	Total Income	Balance
Nov-97					0	486	486
Dec-97					0	409	895
Jan-98					0	0	895
Feb-98					0	718	1,613
Mar-98					0	357	1,970
Apr-98					0	0	1,970
May-98			106		106	1,340	3,204
Jun-98		2,317	117	20	2,454	1,714	2,464
Jul-98		2,559		60	2,619	1,517	1,362
Aug-98		2,272	14	20	2,306	304	-640
Sep-98		2,636			2,636	1,574	-1,702
Oct-98	493	2,872			3,365	775	-4,291
Nov-98		2,272			2,272	1,858	-4,705
Dec-98		2,272	10		2,282	576	-6,411
TOTAL	**493**	**17,200**	**247**	**100**	**18,039**	**11,628**	

The over-expenditure by the Tsita water committee as compared to their O&M income has been met by drawing out of their emergency fund account. This is clearly not a sustainable arrangement. While the water committee is aware of the sustainability problems, they have yet to take concrete actions to address the existing financial management problems.

Technical:
Prior to selecting technical operators from the technical O&M trainees, the Water Committee was assisted to develop job descriptions. The job description for the technical operator(s) defined their daily and monthly responsibilities, including those of maintenance, repair and reporting activities. It also stated normal full-time work hours during the week and emergency call during weekends. The salary was set by the Water Committee, based on village economies, at R300/month.

The technical operators were trained and are competent to carry out their tasks, which include such activities as inspecting and cleaning the weir, silt box, bulk supply line, tanks, reticulation lines and tapstands. They are also equipped to carry out repairs on the above, with the exception of major problems on the weir or tanks. If major complex repairs occur, technical operators are expected to require outside technical assistance, which should be funded from the project's emergency fund.

A demand for private tapstands exists and is being met for those who can afford to pay most of the costs up front. The policy is that a R500 deposit is required with an application for a private yard connection. The connection is then installed with a flow meter. Customers must then pay back the remaining installation costs over the next

6-month period. Monthly water tariffs remain the same for the first 3000 litres i.e. R2/ adult, and then costs go to R5/kilolitre. Currently 5 private tapstands are in place in the project area.

Tsita Water Project

Bulk supply pipeline from weir, Tsita Project

Children collection water, Tsita Project

5.0 CASE STUDY IN CONTEXT

5.1 International context

A broad view of international trends regarding rural water supply is available from a series of papers presented at a recent (May 1998) conference on community water supply and sanitation, hosted by the World Bank and the UNDP-World Bank Water and Sanitation Programme. This conference brought together people from a large number of countries, with deliberations founded on six country studies (China, India, Indonesia, Bolivia, Ghana and South Africa) as well as extensive experience gathered by those working on the UNDP-World Bank programme.

Some of the main findings from this conference are abstracted below.

5.1.1 Country experience

Experience from three other countries used as case studies is summarised briefly here.

India: over the last two decades India has invested massively in rural water supply infrastructure delivered by government via a centrally controlled process. However, this programme has largely been a failure (Cross, 1998). The emphasis is now shifting towards a *demand responsive approach* with a new programme underway, containing the following key elements (Iyer, 1998):

- Communities are selected based on their willingness to help cover the capital costs and take full responsibility for operation and maintenance costs.
- Projects are managed by Village Water Committees who are given legal status and own the infrastructure.
- Water Committees take all major decisions, supported by NGOs. They control the construction funds.
- Communities have to make up-front payments before the project can commence; average contribution is 10% of capital cost.
- A three-year project cycle is accepted, with the first year allocated to planning and training.

Ghana: The Ghanaian experience is particularly important from South Africa's point of view as they have also changed their approach in the early 1990s. The government established a Community Water and Sanitation Division (CWSD) in 1994 with the following objectives (Asamoah, 1998):

- Improve delivery of water and sanitation services to rural communities.
- Ensure sustainability of services.
- Shift away from dependence on central government by making the beneficiary community responsible for selecting options in water and sanitation facilities, covering all repair and maintenance costs, and paying 5 to 10% of capital costs.

The district assemblies are involved in the process primarily as facilitators and to channel funds. They enter into contracts with CWSD which gives them access to funds and related support. Communities apply to the district assembly for assistance and must open a bank account and deposit a 5% contribution into this account. They also need to prove that they are competent to undertake the project and that there is no social conflict within the community. The district assembly contracts private sector

trainers to support the community. To date 1 184 projects have been planned and 664 completed, generally using very simple technology.

China: China has a large rural water supply programme through which US$3.5 billion has been invested over the last 15 years (National Patriotic Health Campaign Committee, 1998). Current programmes are aimed at serving 20 million residents in 37 000 villages. Although the projects are aimed at relatively poor areas, communities are expected to pay 25% of the capital cost and service a loan of 50% of capital cost. The balance of 25% is made as a grant, mostly from county government resources. Given the extent to which they contribute to capital cost, communities have been given increasing choice over the type of system they wish to have. The trend is towards household connections. Operating and maintenance costs and debt service amounts are raised - on the basis of agreed tariffs - by village governments who manage bank accounts. The credit repayments are paid to project offices in the counties. Cost recovery is virtually 100% (Rall, 1998).

5.1.2 Policy principles

Although there is obviously considerable variety in the way programmes have been run in various countries, there is consensus on most key aspects of policy, which are summarised below.

A demand responsive approach

Success is generally related to the extent to which programmes respond to demand from communities. Such an approach has the following key characteristics (Sara *et al*, 1998):

(a) community members make informed choices about:
- whether to participate in the project
- technology and service level options based on their willingness to pay – acknowledging the principle that more expensive systems cost more
- when and how their services are delivered
- how funds are managed and accounted for
- how their services are operated and maintained;

(b) government plays a facilitative role, sets clear national policies and strategies, encourages broad stakeholder consultation and facilitates capacity building and learning;

(c) an enabling environment is created for the participation of a wide range of providers of goods, services and technical assistance to communities, including the private sector and NGOs;

(d) an adequate flow of information is provided to the community, and procedures are adopted for facilitating collective action decisions between the community and other actors (social intermediation).

Financing principles

Water needs to be managed as an economic as well as a social good. This has a number of policy implications (*ibid*):

(a)financial policies need to:
- send out correct signals linking service levels to actual costs
- maximise cost recovery by capturing community willingness to pay
- make efficient and equitable use of subsidies;

(b) communities should choose their preferred level of service from a range of technical options with full knowledge of what they are expected to pay;
(c) financing mechanisms need to enhance community capabilities to manage, control and direct financial resources.

5.2 South African context

There have been several studies undertaken recently to evaluate rural water supply schemes and make proposals regarding future arrangements. These are described briefly below.

5.2.1 Mvula Trust evaluation

Mvula Trust has had a substantial, national scale, rural water supply and sanitation programme running in South Africa since 1993. In order to consolidate the lessons learned from this programme the Trust commissioned an external evaluation of the programme in 1996. The key findings of this evaluation are summarised below (Blaxall *et al* 1996):

- Although the programme was in a relatively early stage of implementation, it was found to be successful, with a strong emphasis on community control and financial efficiency.
- However, its greatest weakness was that most projects only offered a public standpipe service level and the demand for this service was found to be low.
- Although recognised as important for success, there were considerable difficulties with the Mvula requirement that communities pay an up-front contribution of 8% of the capital cost. This related primarily to the fact that the CWSS programme was running in parallel with no such requirement.

Mvula has responded to this evaluation by investigating approaches to mixed service level schemes. Here the key issue is to facilitate loan funding arrangements so that individuals or service providers, can borrow to cover the costs of higher service levels.

Two years after this evaluation, with better information relating to ongoing service provision, Mvula Trust estimates that 70% of their projects can be considered successful (Rall, 1998).* "Success" is defined by the following criteria:

- Whether there is an organisational structure in place which has reasonable trust from consumers;
- That the length of down-time is not excessive;
- Whether money is being collected;
- Whether an accounting system is in place.

The balance of projects has failed largely due to a breakdown of community management structures.

5.2.2 Sustainable management of rural water supply and sanitation services

In 1997 DWAF commissioned a project entitled: 'Sustainable management of rural water supply and sanitation services'. The aim of this project was to investigate the options regarding management of water services in rural areas. It was based on

* Updated estimate (1999) – 50% success rate.

case studies of four regions in four different provinces. The findings are summarised in the following two draft reports:

- Framework for establishing water services providers in rural areas.
- Towards effective management, operation and maintenance of rural water supply schemes.

The conclusion of this study confirmed that the only viable way for local water supply infrastructure to be managed was through informal arrangements established at settlement level. Currently in the regions studied success was found to be dependent on the proper functioning of village water committees. However, the extent to which such committees had the support of local government and traditional leadership was also found to be important. This applies both to political recognition, technical support, access to training and mentorship.

The institutional framework which is proposed as part of this study draws strongly on the new Water Services Act and places primary emphasis on the relationship between local government as the Water Services Authority and water committees or similar organisations as the Water Services Providers. The complementary requirement to have effective arrangements for managing regional bulk water schemes is also dealt with; this function can be provided by water boards, district councils, private firms or – as an interim arrangement – DWAF.

A further conclusion of importance is that rural water supply is usually not viable if run by formally employed staff, as the cost of paying and managing people located in geographically dispersed locations is prohibitive. Thus reliance needs to be placed on informal, voluntary, part time or piece work arrangements.

5.2.3 1997 CWSS programme evaluation

An external evaluation of the Community Water Supply and Sanitation (CWSS) programme was commissioned by DWAF in 1997. It was based on a study of three of the RDP projects which were commenced in 1995. Relevant findings from the evaluation are as follows:

a) Increased support needs to be given to local governments to facilitate their increased involvement in rural water supply.
b) The emphasis of the CWSS programme must move strongly towards providing support to water services providers - primarily village water committees - to carry long term responsibility for managing local supply systems. Arrangements based on Project Steering Committees (PSCs) have generally been a failure.

5.2.4 Water Research Commission: "Dynamics of Community Non-Compliance with Basic Water Supply Projects"

A study has recently been completed to review the community based arrangements for managing rural water and sanitation services (Dreyer, 1998). The findings of this study demonstrate the generally complex relationships which occur in community based structures and the primary relationship which exists between a successful project and a well functioning village based organisation. Conflict between village water committees, traditional leadership and local councilors is a particular area of concern and raises the need for policy to be introduced which promotes co-operative arrangements between these stakeholders.

5.3 Lessons for the Matatiele case study

In relation to international and local experience, several of the Matatiele water supply schemes are clearly successful, largely as they have relatively strong water committees which take responsibility for managing the water supply service. The fact that the committees run their own finances is also considered to be a key success factor.

The Matatiele schemes have benefited from the support available to them from national government, NGOs and consultants. However, the role which local government plays is presently in transition. International experience suggests that local government needs to play a facilitative and supportive role and should officially recognise water committees and promote their financial and management autonomy.

For the long term viability of the water supply schemes, the strength of the water committee and the relationship between it, local government and traditional leaders must be properly structured, with each party understanding its role clearly. In this respect the interface between the water services provider (typically a water committee) and local government (both water services authority and representative structures) must be given particular attention.

Finally it needs to be noted that the Maluti region is characterised by relatively small settlements. This is not a universal situation in South Africa's rural areas: there are many areas where settlement sizes are very large, up to 50 000 people. In such circumstances the lessons learnt from this case study may not apply.

6.0 CONCLUSIONS

The following points highlight the most pertinent conclusions based on the findings from the information-gathering activities of the study:

6.1 Management Arrangements:

- There is overwhelming support for Village Water Committees to act as water services providers.
- Paid staff (albeit 'informally employed') are far more effective and active in carrying out their responsibilities than volunteer committee members, especially with the difficult task of tariff collection.
- The activities of project management and staff management by water committees are presently not well implemented. Group schemes are particularly badly effected by weak management.
- Post-project support, or mentorship, is required to assist community based water services providers in developing and operating their management systems.

6.2 Financial Arrangements:

- There is a very strong preference by rural customers that the money from their tariffs remains in their community.
- Cost recovery levels by water committees from community households is generally very low.
- Cost recovery is the most difficult challenge facing community-based water services providers. The challenges of cost recovery increase with the population and geographic size of projects as well as with the level of conflict within project areas.
- Cost recovery at the Masakala Project, the only project with a pre-paid system, is remarkably better than any other project in the district. The pre-paid system ensures that water services are paid for before they can be accessed. The pre-paid system centralises the collection arrangements and puts the onus on customers to pay, and not on the water committee to collect.
- Relying on volunteer committee members or staff for water tariff collection appears inadequate for achieving sustainable and sufficient levels of cost recovery.
- Community households are only willing to pay very low tariffs for gravity-fed water schemes. e.g. The Makukhanye committee feels their cost recovery has failed largely because their tariff was set at R3/household/month and not R2/household/month.
- It is generally acceptable to water committees and their staff in the Matatiele district that monthly wages be based on village economy rates i.e. R100 - R700 per staff member. This level of wages is required to ensure the affordability of water services to rural customers.
- While the more recent projects of Masakala and Tsita have an Emergency Fund, other projects do not. Even with an emergency fund, water committees worry about the costs of major repairs and future replacements. At community level, there is general consensus that government should pay for those types of costs.
- Post-project support, or mentorship, is required to assist community based water service providers in developing and operating their financial systems.

- Committees are reluctant or unable to enforce policies of non-payment at household or village levels. Committees feel that they presently lack the necessary authority or official mandate to conduct punitive actions.

6.3 Technical Arrangements:

- Community technical operators appear technically competent to conduct daily operation and maintenance of projects and to make basic repairs.
- The present activities of volunteer technical operators are generally limited to repair work when necessary to ensure the flow of water to tapstands.
- Technically complex problems, such as the problems with the solar pump at the Nkosana project, are beyond the capacity of community technical operators. There is general consensus that specialised technical repairs need to be contracted out when necessary. Village water committees generally felt that they should make the decisions with regards to sub-contracting such activities, but that information with regards to suitable contractors from the water services authority would be useful.
- Report-backs to communities with regards to technical issues and problems assists in building community awareness and ownership.
- Post-project support, or mentorship, is required to assist community-based water services providers in developing and conducting their technical O&M activities.

6.4 General:

- A broad sense of ownership of projects appeared to be exhibited by both committees and communities.
- Training input into projects, particularly management and technical training for operation and maintenance, appears to have contributed to the relative success of projects in the Matatiele district.
- The only project that was not physically working at all, the Nkaus project, had failed largely due to political reasons at community level, compounded by a lack of clear management and technical O&M arrangements.
- While there is general customer satisfaction with the operation of projects, there is also a clear demand for mixed levels of service e.g. some private tapstands.
- There is presently very poor awareness of the Wild Coast District Council (water services authority) and only fair awareness of the Maluti Transitional Rural Council at community level.

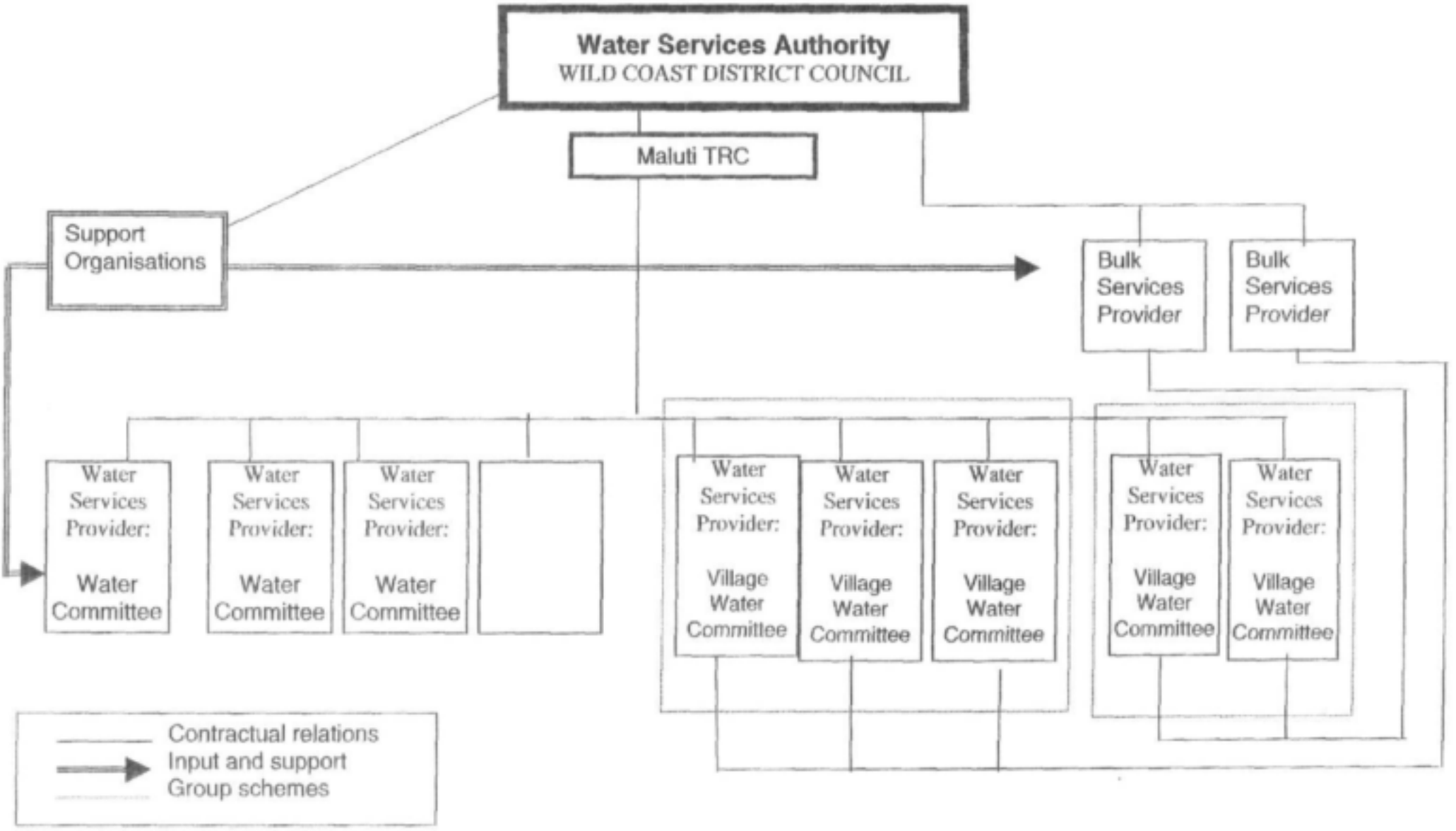
PART TWO: FUTURE INSTITUTIONAL ARRANGEMENTS

7.0 MODELS FOR COMMUNITY WATER SUPPLY

The input from the various stakeholders within the project areas, combined with the lessons learned from assessing the study area within a broader context, have informed the development of the proposed management arrangements for rural water projects set out in this report. While the Matatiele district and its completed projects are used to illustrate these options, the arrangements are intended to be applicable to similar areas and projects on a wider scale.

The following organogram sets out the broad framework of the proposed management arrangements for the Matatiele district.

Figure 7.1: Management Framework For Matatiele District



7.1 Functions and Responsibilities

Based on the outcomes of the 1st Feedback Workshop, the more detailed roles and responsibilities of the various stakeholders involved in operation and maintenance were discussed during the 2nd Feedback Workshop of this study *(Appendix 16: Feedback Workshop #2 Report* is attached for further details). Broad consensus was achieved on the responsibilities of the following:

- Water services authority (Wild Coast District Council with Maluti TRC as a sub-structure)
- Water services providers (community-based water committees)

A follow-up meeting was then held with the Wild Coast District Council to further define the proposed management arrangements and to also discuss functions related to bulk services providers and support organisations. These meetings and discussions informed the further development of the proposed management arrangement options. The responsibilities and functions for each structure in the preceding organogram are described below. (Note: The basic responsibilities of water services authorities and water services providers as already developed in the Water Services Act and other supporting policy documents are not re-stated here. Rather, relevant responsibilities are specifically interpreted and applied to the local situation).

7.1.1 Water Services Authority

The water services authority for the projects in the Matatiele district would be the Wild Coast District Council. The District Council has the constitutional responsibility to ensure services, including water and sanitation, to its constituents. The Wild Coast District Council is presently considered a local government council of low capacity. As the household survey results of this study demonstrated, the Wild Coast District Council also has a very low profile in the Matatiele district (only 3% of households surveyed had heard of it).

The preceding factors have been considered in developing the following list of proposed functions and responsibilities for the Wild Coast District Council in its capacity as the water services authority:

- To choose and appoint the water services providers for each rural water supply project in Matatiele district.
- To set up the contractual agreements between itself and its appointed water services providers in the Matatiele District (with input and facilitation assistance by the support organisation(s).
- To ensure that all appointed water services providers continue to provide sustainable water services that meet RDP standards.
- To coordinate and plan all future water services development in the Matatiele district.
- To develop an information database related to water services and supply in the Wild Coast District Council area, which could be accessed by water services providers.
- To disseminate information about the Wild Coast District Council and its services within its constituency.

- To provide technical and management support or, more appropriately, *to ensure support is provided by designated support organisations*, to community-based water services providers.
- To provide finance (through equitable share payments or other grant funds) for support services to community-based water services providers.
- To financially assist water services providers and communities in the case of high cost repairs, emergencies or replacement situations as required.

7.1.2 Maluti TRC

The Maluti TRC, as an organ of local government without executive powers, would act as a sub-structure to the Wild Coast District Council. The TRC would thus assist the District Council to meet its obligations as a water services authority. The TRC is most suited to providing assistance in the areas of communications and monitoring at grass-roots level.

Its roles and functions would include the following:

- To act as a link between the water services authority and the water services provider.
- To monitor water services providers and to monitor customer satisfaction with the water services providers.
- To provide a 'voice of authority' from government within communities, particularly on issues of payment for services to water services providers.
- To facilitate a forum that meets regularly for water services providers, bulk services providers, and support organisations in the district. (Refer to Section 7.1.6 *Water Services Forum* for further details).

7.1.3 Water Services Providers

In the case of all the water projects considered in this study, the most appropriate option for water services providers is community-based water committees. As has been emphasized in Part 1 of this report, while water committees are considered the most suitable option to be designated as water services providers, it is their paid (albeit 'informal') staff who would be responsible for the day-to-day activities of the project.

The tasks and responsibilities for these community-based water services providers would include the following:

- To employ and pay staff to do the daily work of the project (e.g. technical operators, bookkeepers, project manager).
- To ensure that the daily, weekly and monthly operation and maintenance activities required on projects are carried out.
- To ensure that repairs are carried out as necessary.
- To ensure that effective collection systems are in place and that the required activities are conducted by paid staff.
- To enforce policies on non-payment.
- To ensure that accountable books, records and receipts are kept.
- To have the books audited by an external structure approved by the WCDC.
- To report as required by the water services provider agreement.

- To be accountable to the water services authority.
- To contract out to external contractors for specialised repairs when needed.
- To contract support organisations (mentorship)
- To attend and participate in the district water services forum.

7.1.4 Bulk Services Providers

In terms of the types of rural water supply projects considered in this study, bulk services providers would be organisations that would be responsible for the physical scheme from source to storage. Bulk services providers would thus sell bulk water to village-based water services providers. (The need for a bulk services provider would normally apply to group schemes and not to stand-alone schemes).

The tasks and responsibilities of the bulk services providers would include the following:

- To provide bulk water services on behalf of the water services authority based on an agreement with that structure.
- To provide bulk water services to village-based water services providers of group schemes based on agreements with each water services provider.
- To meter, invoice and collect payment for water from each water services provider.
- To enforce a policy of 'no payment, no bulk services' to water services providers.
- To attend and participate in the district water services forum.

7.1.5 Support Organisations

The findings of this study have consistently identified the need for external mentorship and support to community-based water services providers. Support organisations are therefore defined as those organisations that would provide technical, management, financial, and administrative assistance to water projects in the operations and maintenance phase on behalf of the water service authority. Support organisations would normally be NGOs or private companies with the relevant capacity i.e. technical and/or management support capacity.

The tasks and responsibilities of support organisations towards projects would include the following:

- To assist designated water committees to become formal 'voluntary associations' and to be appointed by the water services authority as water services providers based on a clear understanding of their roles and responsibilities.
- To develop and/or further refine the O&M management systems of community-run schemes
- To finalise job descriptions for administrative and technical work, including rates, terms of payment, etc.
- To review and refine collection systems
- To assist in developing or improving formats for bookkeeping and record keeping
- To monitor cost recovery levels and to set targets
- To assist in implementing policies on non-payment
- To provide technical support as required
- To set and monitor technical operator activities, particularly maintenance tasks

- To assist each water services provider with its obligations related to community awareness around the following:
  - Project operation
  - Cost recovery
  - Financial planning
  - Asset management
  - Health and hygiene
  - Sanitation awareness and promotion
- To develop reporting systems to the requirements of the water services provider agreement
- To attend and participate in the district water services forum.
- To report to the Wild Coast District Council.

7.1.6 Water Services Forum

The Water Services Forum would serve as a venue for bringing together various local stakeholders involved in rural water supply. Participation in the forum would include those organisations in the district involved as water services providers, bulk services providers and support organisations. The forum would be facilitated by the TRC as the representative of local government. This forum would enable the TRC to play an active and informed role in water services provision and thus develop an important communication and monitoring link between rural water projects and the water services authority (i.e. the TRC would be responsible for reporting back to the District Council). The forum would also enable horizontal networking between different community-based water services providers and would promote communication around water services provision in the rural areas of the district.

The functions of the forum would thus include the following:
- Reporting on service provision by water services providers
- Financial reporting by water services providers
- Airing of grievances and conflict resolution (between individuals / communities / water services providers / bulk services providers / support organisations)
- Identification of inputs required at projects or in the district related to water supply
- Reporting and communication between the water services authority and community-based water services providers
- Enabling a sharing of experiences and lessons learned between water services providers.

7.2 Financial Arrangements

The O&M management models for different types of projects set out in Section 7.5 are based on the following assumptions with regards to financial arrangements:
- The community-based water services provider of a scheme without a bulk services provider would be responsible for covering all normal O&M costs of the water project.
- The community-based water services providers of a group scheme with a bulk services provider would be directly responsible for covering all O&M costs of the

reticulation for their community. These water services providers would also be expected to pay their bulk services provider for bulk water.

- The option of bulk services tariffs being based on pre-paid metering of bulk water should be considered if appropriate. i.e. if a village-based water services provider does not collect tariffs in order to purchase credit from the bulk service provider, water will cease to flow. This removes the responsibility from the bulk services provider to physically cut off water supply, which is a very difficult job. (This may not be appropriate in the case of bulk services providers with low capacity and poor infrastructure).
- The Wild Coast District Council, through funding from the equitable share payments, would be responsible for funding the work of support organisations.
- The Wild Coast District Council would be responsible for financial assistance to water services providers in the case of disasters, emergencies and long-term replacement as required.

It must be noted that the staff and councilors of the Wild Coast District Council are skeptical of the long-term reliability of the equitable share policy. As a result, they believe that the support function and any roles played by the Wild Coast District Council and Maluti TRC would have to be funded from water tariffs. This would require a further level of tariff collection from water services providers and bulk services providers that would be broadly unpopular and administratively difficult. The research findings indicate that a financial flow from water users in poor rural communities to District Council or support organisations would not generally be feasible. However, it might be possible and useful to have water services provider py a nominal fee directly to their support organisation(s). This payment would encourage a customer service ethic on the side of support organisations, as well as build awareness within water services providers of the value and cost of external support.

7.3 Bulk Services Provider Arrangements

The larger a project, the more challenges are posed to community-based management. Experience in the Matatiele district supports the finding that village-based management of reticulation areas is viable, popular, and the most suitable option for rural water supply projects in this area. There are, however, issues to be addressed with regards to the coordinating functions that have been fulfilled up to this point by central water committees on group schemes. It is at this level of management that community-run group schemes have not been able to meet the operating needs of their project. While none of the group schemes without pre-paid tapstands have received a mentorship, there has been some level of post-project support and contact, and several issues are clearly problematic.

While communities have a strong preference for community-based control over projects, bulk service provision responsibilities require a fairly high degree of management, financial management, and administrative capacity and require communication and transport resources. There is also a problem with the level of perceived authority of a central water committee when money is requested from village water committees to support work on the bulk supply or on other parts of a project. While there is a clear willingness to operate and maintain infrastructure

within a village, and to make payments for these activities, there is a marked reluctance for monies to leave individual communities based on a lesser sense of ownership and responsibility for the physical project outside village boundaries. All these factors contribute to the difficulties of identifying a bulk service provider, and for fulfilling the function of bulk water provision on rural group schemes.

The choice of a bulk services provider for rural group schemes is a critical, but difficult task. The options for the bulk services provider in the case of technically simple group schemes such as the projects described in this report would include the following:

- A community-based organisation
- A community-based private company
- A local, but not community-based, private company
- A local government structure (TRC or District Council)
- A water board

Option 1: Community-based organisation

A community-based organisation such as a central water committee would act as the bulk services provider. The central water committee would then have separate bulk services arrangements with each village-based water services provider (e.g. Village Water Committees) for that particular scheme.

This option is best illustrated by the example of the Tsita Water project. As the water committee and its bookkeepers handled a great deal of responsibility and played a major leadership role during project implementation, they gained valuable experience in managing the project. They also appear to have very broad support and respect within the project area. Specific challenges to this option at Tsita include the breakdown in communication between the central water committee and the TRC representative for that area. An additional concern is that several small villages that were not originally intended to be part of the planned scheme were added on very late in project implementation. These areas are not part of the same administration area as the rest of the project communities. Cost recovery from these areas has been lower than average, indicating a less developed sense of community ownership and a reduced level of committee authority in these areas.

Advantages:

- Water service tariffs would be kept as low as possible.
- All income from the project would be kept within the communities.
- The committee would be expected to hire local people and thus create employment opportunities within the project area.
- The local base would assist in response time in terms of technical repairs.

Disadvantages:

- The physically dispersed nature of geographically large schemes makes coordination without transport or communication facilities more difficult. Normally, central water committees do not have these resources.
- A community water committee does not necessarily have enough authority to enforce payment or to carry out non-payment policies at village level.

- A largely volunteer water committee does not necessarily have the required motivation to properly administer and run such a service.
- A very comprehensive programme of assistance by a support organisation(s) would be required.

Option 2: Community-based Private Company
With this option, a local shop owner and associates, for example, could form a small company to supply bulk water to community-based village water committees.

This option could be considered for the George Moshesh project, which is a physically large project area that has some conflict within the project area, including several villages who are not cooperative about paying tariffs to the central committee. The central water committee at this project is relatively weak in terms of management, leadership and coordination abilities. At the same time, many communities in the project area are very protective about the water project and have expressed strong resistance to an outside structure moving into the area to work.

Advantages:
- A small group of interested and active individuals could be responsible for bulk services based on the motivation of economic reward.
- The development of local small business and jobs would be supported.
- Control of the project would remain physically vested in the project area.
- Water service rates could be expected to remain relatively low.
- A local private company would be more likely to have such resources as vehicles at its disposal than the water committee.
- The local base would assist in response time in terms of technical repairs.

Disadvantages:
- Community suspicions over a small group of individuals from their community benefiting from their water project.
- Difficulties in the perceived authority of such a group in enforcing payment for services, particularly at village level.
- A programme of assistance (limited to comprehensive) by an external support organisation would be required.

Option 3: Local Private Company
A local, but not community-based, private company would act as the bulk services provider. For example, an established company based in the nearest town could be contracted to supply this service.

This option could be the most appropriate in the case of the Nkaus project, which has relatively severe conflict between competing community structures. The 'outside' bulk services provider, such as a small, established contractor located in Matatiele town, would maintain bulk services and invoice village-based water services providers. The different communities would not have to work together and would be individually responsible for making their payments to the external bulk services provider.

Advantages:

- Established companies would not normally require the services of a support organisation.
- The bulk services provider would still be relatively close to the physical project in terms of response time and communication.
- An external organisation to a project area is particularly suitable for schemes where there are relatively high levels of conflict within the communities served. The bulk services provider can thus be seen as a more outside 'neutral' body.
- An established company would have the resources required to do more sophisticated bulk services provision, such as vehicles, communication facilities, computers, etc.

Disadvantages:

- Higher tariff costs to the end user based on higher staff rates and transport costs
- Possible lack of community support, and even resistance, to an outside company benefiting from the water project and tariffs.
- Potentially a less accountable and responsive organisation.
- Potentially slower response time for technical repairs due to being located outside of the project area.

Option 4: Local Government

The fourth option of a local government structure, including either the District Council or the TRC, as the bulk services provider appears less viable than the other options in the context of the Matatiele district.

The Wild Coast District Council has stated a strong reluctance to getting involved in the day-to-day management of individual water schemes, particularly those that offer limited income opportunities such as the non-regional rural schemes. The District Council is already dealing with huge tasks and responsibilities and does not presently have spare capacity to get involved bulk services provision. The District Council staff have also expressed a desire to keep their organisation as streamlined as possible, and not to build up a large bureaucracy.

Advantages:

- Local government would have the required authority to enforce payment for services and policies on non-payment

Disadvantages:

- As the Wild Coast District Council is based in Mt. Ayliff, almost 300kms from the projects in this report, it is not logistically nor economically viable for the District Council itself to become a bulk services provider for projects in this area.
- The end cost to the customer would be higher unless the O&M tariff was subsidised by government. (Introducing subsidisation for the operation and maintenance of RDP schemes contradicts DWAF's present policies).
- Such a system would be similar to the previous centralised government system in the former Transkei which largely failed.

The Maluti TRC, while based locally, lacks capacity, resources and staff. It would require a great deal of input and capacity-building to be considered for a role in bulk

service provision. (The community water committees have much more experience and knowledge of the operation and maintenance needs and activities of their projects).

Advantages:
- Possible higher levels of perceived authority than community organisations or private companies in enforcing payment for services and policies on non-payment.
- Located relatively close to project areas.

Disadvantages:
- Presently very low capacity and little resources
- Long-term comprehensive support would be required for the TRC and its staff
- The continued existence of the TRCs in rural areas is presently under question.

Option 5: Water Board
The fifth option for a bulk services provider in the Matatiele district is a water board. Presently, there is not a water board in the area, although there has been some discussion of developing a new water board in the Wild Coast District Council area. Expansion of Umgeni Water Board (based in KwaZulu Natal) into the Wild Coast District Council area has also been discussed.

Advantages:
- Umgeni Water Board is an established institution with resources, experience and capacity. It is assumed that a new water board would also be constituted with experienced management skills, capacity, and relatively high level resources.
- A water board would not require the assistance of a support organisation.
- At community level, a water board would likely have the necessary authority to enforce a policy of 'no payment, no water services.'

Disadvantages:
- It would not at present be financially viable to establish a water board office in Matatiele and so any water board bulk services provider would be located far away from customers and project areas.
- There would be potential higher costs to customers for water services in the Matatiele area unless subsidies were applied.
- A water board would be potentially less accountable to local government. There is presently resistance within local government to the idea of a water board moving into the area and being accountable directly to the Minister and not to the District Council.

7.4 Support Organisations Arrangements

It is envisioned that a support organisation, or group of support organisations, would be contracted by the District Council and assigned to each magisterial district (i.e. not assigned on a scheme-by-scheme basis, nor contracted on the level of the whole

District Council area). Relatively longer-term, renewable contracts based on performance would be put in place. Comprehensive knowledge and / or experience in a district would be a criteria for winning a contract. Upon appointment of a support organisation contract, a local office within the district would need to be established, if not already in place. The support organisation would then need to enter into individual standard contracts with the water services providers and bulk services providers (if applicable) that it has been assigned to serve in order to ensure direct accountability. The support organisation would primarily be paid directly by the District Council through funding from the equitable share. A token percentage might also be billed directly to the established water services and bulk services providers in order to instill a sense of value for the service, as well as to enhance a service ethic on the side of the support organisation.

7.5 Application of the Model to Different Types of Schemes: Individual Examples

In order to further illustrate the proposed management arrangements and the roles and functions of the various structures, three different types of examples will be discussed. The first example is based on the situation of an individual village water supply scheme; the second example is that of a group scheme with a pre-paid system; the third example is based on the situation of a larger group scheme with a bulk services provider.

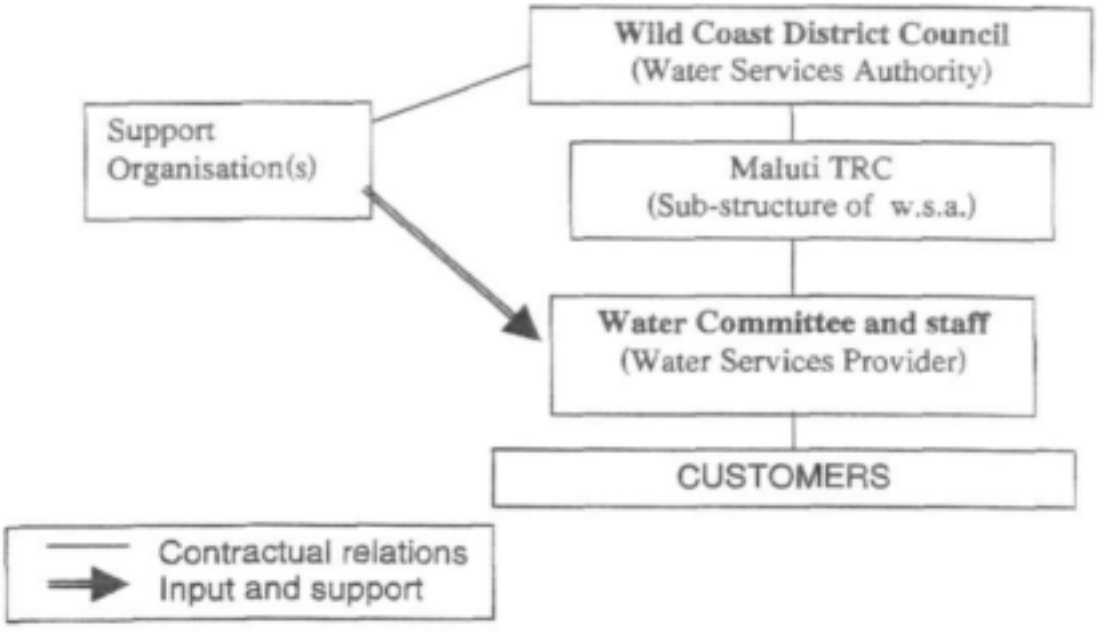
7.5.1 Example of Stand-Alone Village Water Supply Scheme

In the case of stand-alone water supply projects, the proposed future operation and maintenance management arrangements are straightforward. The community-based water committee would be identified as the water services provider. A support organisation(s) would be identified to provide support for both management and technical project arrangements, including the development of those arrangements where necessary. The local TRC would act as a sub-structure of the water services authority and provide a link between the water services provider and the District Council. The contractual arrangements would include the following:

- A contract between the water services authority (District Council) and the water services provider (water committee).
- A contract between the water services provider and the community (customers).
- An agreement between the water services authority and the supporting organisation(s).
- Staff agreements between the water services provider and its staff.

An illustration of this arrangement for the Matatiele district is set out below.

Figure 7.2: O&M Arrangements of Individual Village Water Supply Scheme



This arrangement would clearly suit the Silindini Project, which was earlier described in this report as one of the O&M project examples. The project area is physically small (in rural terms); the population is small; it is quite isolated by bad roads; and the community is cohesive. Furthermore, the project is based on appropriate technology and the inputs and costs required for operation and maintenance are low. The costs for putting in a pre-paid system are not warranted in the case of small stand-alone village schemes such as this, but might be considered in the case of a village scheme with high O&M per capita costs or with serious internal political conflict.

7.5.2 Group Scheme with Pre-Paid System

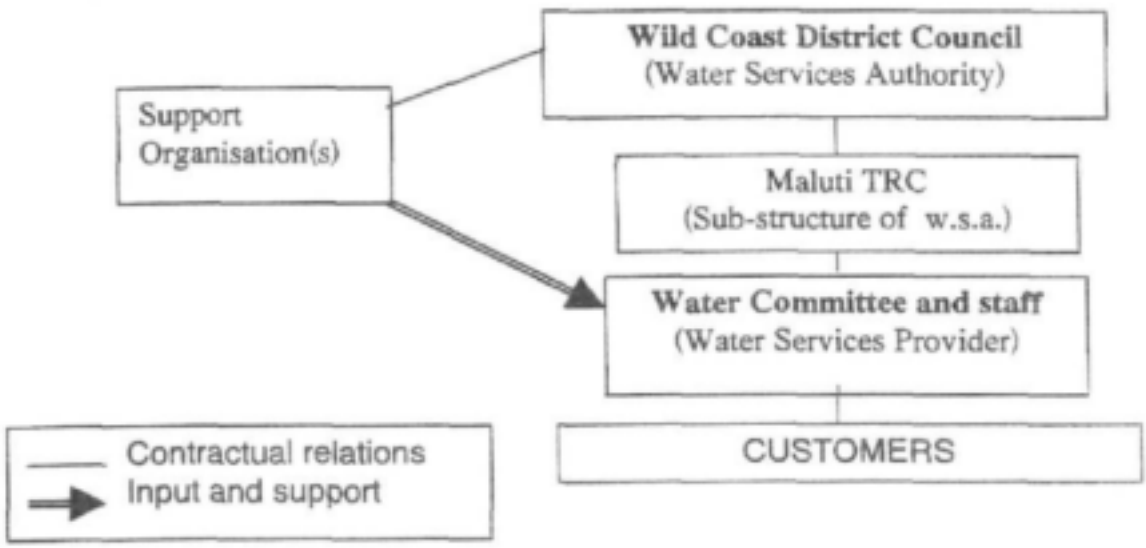
In the case of small group schemes with a pre-paid system, the proposed future operation and maintenance management arrangements also remain straightforward. The community-based water committee would be identified as the water services provider for the whole project area (i.e. there would be no bulk services provider). A supporting organisation(s) would be identified to provide ongoing mentorship for both management and technical project arrangements. The local TRC would act as a sub-structure of the water services authority and provide a link between the water services provider and the District Council. The contractual arrangements would be the same as those listed in the preceding model.

The pre-paid system enables rural group schemes to be based on relatively simple management arrangements based entirely within communities. It allows for the possibility of one water services provider to be the responsible body for water provision, without the need for a separate bulk services provider. Most importantly, the pre-paid system ensures good cost recovery, which becomes increasingly difficult as project size increases (in terms of number of villages; population size;

geographic size). Cost recovery also becomes more important as project size increases, as the required expenditure also increases.

Larger group schemes with pre-paid systems could adapt this model as necessary. For example, a group scheme spread out over a larger geographical area might still choose to have one water services provider, but to deploy administrative staff at village level so that customers could purchase credit and report problems locally rather than at one central office not within walking distance.

Figure 7.3: O&M Arrangements of Group Scheme with Pre-Paid System



This arrangement is appropriate to the Masakala Project for several reasons. As a small group scheme consisting only of 4 villages in a distinct and fairly concentrated geographic area, one central community-based water services provider can easily administer the project with the assistance of the pre-paid system. The effectiveness of the pre-paid system in cost recovery is particularly important considering the fact that Masakala is a peri-urban area (albeit to a small town) which is not particularly socially cohesive and which lacks a strong central authority. As a scheme based on boreholes, it is also vital that regular cost recovery takes place in order to keep the system operating from month to month. Other factors that make the Masakala project suited to this model are that it is in the process of receiving electricity (the computer system can be based there in future), and that it is in close proximity to town and its mentoring organisations where it gets weekly computer assistance.

A crucial aspect to ensuring the success of pre-paid systems in rural communities is post-project support. At the Masakala project, a mentorship programme for both management and technical support is already in place that is funded by Mvula Trust i.e. Mvula Trust is fulfilling a role in this pilot project for which the water services authority is more broadly responsible. In addition to the standard responsibilities of support organisations already listed in Section 7.1.5 of this report, the water services provider of such a scheme would also require ongoing support on the pre-paid computer management system.

7.5.3 Group Scheme with a Bulk Services Provider

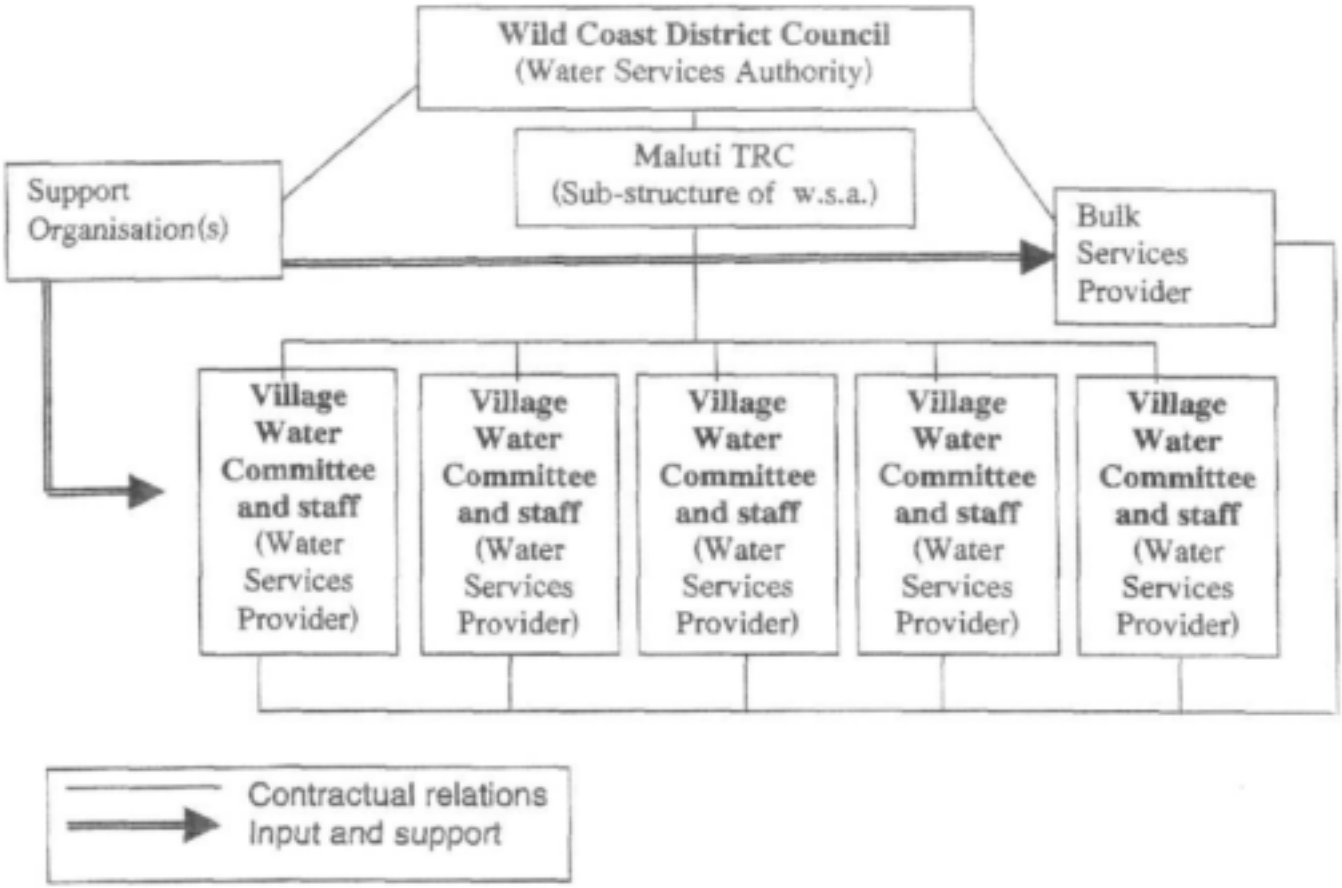
In the case of group schemes without pre-paid systems, the proposed future operation and maintenance management arrangements will normally need to include a bulk services provider. While the community-based village water committee in **each** community would be identified as water services providers, a separate bulk services provider would also need to be identified to provide water to each of the community-based water services providers. A support organisation(s) would be identified to provide mentorship for both management and technical project arrangements to the community-based water services providers and to the bulk services provider as well if necessary. The local TRC would act as a sub-structure of the water services authority and provide a link between the water services providers and the District Council. The contractual arrangements would include the following:

- A standard contract between the water services authority (District Council) and *each* of the community-based water services providers (village water committees). (The contracts for each water services provider within a group scheme would normally be the same).
- A contract between the water services authority and the bulk services provider.
- A contract between the bulk services provider and *each* water services provider. The contracts for each water services provider within a group scheme would normally be the same. The contract and its conditions would set out the responsibilities of each party and set out the guidelines for tariffs charged by the bulk services provider to the water services providers. Failure of a water services provider to make payments to their bulk services provider would result in the effective cut off of water supply.
- An agreement between the water services authority and the support organisation(s).
- Staff agreements between the water services providers and their staff.
- Staff agreements between the bulk services provider and its staff.

It is recommended as part of this option that bulk pre-paid water meters be considered for installation to facilitate cost recovery to the bulk services provider.

Please see the following organogram for an illustration of this model.

Figure 7.4: O&M Arrangements of a Group Water Supply Scheme with Bulk Services Provider



This arrangement is necessary for a project such as the Tsita Water Supply project for several reasons. The project serves 10 different villages over a geographically large area (the bulk supply line in 23kms long). The project also serves a relatively large number of people (13,000). Customers identify more with their village water committees and less with a broad central structure. A project of this size requires management and coordination by administrative and technical staff.

Pre-paid bulk water would place a greater onus on village water committees to collect tariffs. The required payments to the external bulk services provider to maintain water supply would in turn place concrete pressure on households to pay their water services tariffs. However, the appropriateness of pre-paid bulk supply would be limited in the case of bulk services providers of low capacity such as central water committees, particularly if lacking external support.

8.0 RECOMMENDATIONS

The Water Services Act provides an appropriate and applicable framework for the management arrangements of rural water supply in an area such as the Matatiele district. The Act must be applied to projects based upon the conditions and requirements of the particular case. The following points set out the most important conclusions related to management arrangements based on the case study.

Management Arrangements:

- Community-based water services providers are generally the most suitable option for small stand-alone rural village schemes and small to medium sized rural group schemes for projects located in places such as the case study area.
- Village-based water services providers in combination with a separate bulk services provider most appropriately serve group schemes without pre-paid reticulation systems in the case study area. Several options for bulk services providers have been set out. It is recommended that pre-paid water metering of bulk supply be the basis on which water is sold to village-based water services providers.
- If Village Water Committees are to be contracted water services providers, they will need to be assisted to develop more formal arrangements with regards to the payment of staff and staff responsibilities.
- Community report-backs, including financial reports, must be formalised as part of the responsibilities of community based water services providers.
- Structured arrangements for communication and reporting between community-based water services providers and local government must be developed.
- The support function of the water services authority is a key function for ensuring sustainable operation and maintenance of projects. This function can most appropriately be sub-contracted to support organisations by the District Council.
- Local government structures at TRC level will require assistance and support in carrying out relevant and appropriate functions related to rural water supply. Such structures are well-placed to play an important coordinating role as a sub-structure to the water service authority. The role suggested in this report is that they facilitate regular forums within their areas of jurisdiction for all water services providers, bulk services providers and support organisations. This type of role would require support and limited funding, but would fulfill an important function.

Financial Arrangements:

- Cost recovery levels will need to be improved at projects without pre-paid tapstands in order to support more formalised O&M arrangements, which depend on regular and structured activities by paid staff.
- An enforced policy of 'no payment, no water services' would be expected to improve cost recovery dramatically in the long run.
- Water committees of small stand-alone rural water supply schemes can normally accomplish adequate cost recovery based on moral / social pressures from within the community if the management and cost recovery systems are well structured, and if post-project support is provided.
- Pre-paid systems appear suited to rural water supply *group* schemes. Pre-paid systems provide the most effective method of cost recovery. Post-project support is crucial to ensuring the success of the pre-paid system.

Technical Arrangements:

- Technical capacity for sustainable operation and maintenance of schemes must not be neglected. This study suggests that community-based technical operators who have received technical training (including O&M training) as well as work experience on their scheme are generally able to carry out the necessary day-to-day maintenance and repair activities.
- Technical operators should be hired and paid on a regular part-time or full-time basis as required to ensure proper maintenance of physical projects.
- Technical operators need to be managed and to have clear reporting requirements.

General:

- Water services providers will need to be assisted to develop and manage private connections (where design specifications allow for such upgrading) as part of mentorship.
- There is a relatively high level of awareness and commitment at local community level to rural water supply in the Matatiele district. This is an important basis for developing a culture of payment. This type of awareness is developed by many factors, but includes the following:
  - Active and informed participation of community based structures from the start of rural water supply projects;
  - Strong attention to training and awareness interventions aimed not just at committees but at the broader community as well;
  - Involvement, or support, by both local government and traditional structures for each project is important as well.
- A high commitment by the Wild Coast District Council to developing sustainable projects based on adequate cost recovery, will be an important factor in future development in the area and should be encouraged and supported.

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APPENDICES:

Appendix 1: SURVEYOR TRAINING REPORT: Day 1

DATE: 02 APRIL 1998
VENUE: METHODIST CHURCH, Matatiele
TIME: 10:00 a.m. – 2:30 p.m.

INTRODUCTION

This workshop was a training session following from a series of workshops conducted for each individual community or project during the latter half of March. The communities had to elect one or two people (depending on the required number of households to be surveyed) who would do the actual household surveys after training. All the projects and communities were represented except that there was a shortage in number for Tsita and George Moshesh, in that we had three instead of four.

AIMS AND OBJECTIVES

The purpose of this training workshop was to inform the surveyors about the basic principles of rural water supply policy as contained in Water and Sanitation White Paper (1994). Other subjects discussed were the following:

- basic principles of the provision of community water supply;
- the project cycle;
- the Water Service Act;
- payment for water services.

Specific aims related to each subject, for example with the Water Service Act it was to clarify the relationship between the local government and the water committees vis-à-vis the community with regard to water supply. It was also to define respective roles and responsibilities. The importance of operation and maintenance needs constant emphasis hence it was one of the issues dealt with in greater detail. The aim was to give trainees an awareness of the communities' responsibility for future maintenance of the project as its sustainability is dependant on it.

METHODOLOGY

We began with presentations on the different headings. Trainees had to, on volunteer basis, take turns in reading a passage from the text and then give their own understanding of that passage. Trainers recorded down all the points and later made additions and \ or corrections where necessary. The group was then sub- divided into five groups. The purpose was to obtain feedback from them as to whether they understood what had been discussed. They had to write their answers on newsprint. They had to elect one person to do a report on the ideas of the group. Trainers facilitated discussion on identified misunderstood issues and clarified other important questions.

OUTCOMES

After the presentations the participants had a clearer idea all that had been discussed. Questions posed provided a good arena of even going beyond the scope of the initial topics on to other matters related to water supply.

All groups agree with the government's policy of community involvement at the very primary stages of the project and throughout its construction. This gives communities a chance to learn about the structure of their project. The following are points that all groups raised:

- During the planning stage the community must first meet to discuss the type of the project they would like to have and elect the committee.
- It is preferable that a local engineering company does the project because it will be within reach when there are problems. This arrangement also bears a low cost benefit.
- The engineer is appointed by the committee and must employ local personnel to do the actual construction.
- Operation and maintenance is important and it is the responsibility of the community. Paying tariffs gives them a sense of ownership and therefore also a sense of care towards the project.
- It is the funder who does evaluation while the engineer does mentorship.

REMARKS

- The group was participative and interesting.
- From the good amount of responses, volunteering, ability to read, and understanding of English, I can safely say the requirements laid out on the handout have been met, namely confidence, reliability, and acceptable standard of education.
- 99% of the participants were young people which means that they will be able to travel across the areas.
- The participants did not have enough information on the stage-to-stage procedures of a project particularly because they inevitably had not attended meetings.

Appendix 2: SURVEYOR TRAINING REPORT: Day 2

DATE: 7 MARCH 1998
VENUE: METHODIST CHURCH, Matatiele
TIME: 10:30- 3:15

INTRODUCTION

The workshop was a subsequent one to the introductory one held on 02 March. All participants from the previous workshop were present which presented us with no difficulty in proceeding with the agenda for the day. We had twenty attendants, which means we were still short of the two people from Tsita and George Moshesh. It became clear to those affected that they would have to do with the available number. They are prepared to do their work.

AIMS AND OBJECTIVES

The aim was basically to ensure that the surveyors are well aware of what they will have to do, how to do it, and what they must expect in the communities. It is also to give them some practice of the actual survey.

METHODOLOGY

The method employed was slightly different from the one used in previous workshops, in that instead of starting with presentations, we had participants explain what they think is the purpose of the survey. Their answers were recorded on the flipchart, checked and corrected where necessary. After that we discussed the purposes of the survey listed on the handout but before actually handing them out. Upon the class understanding and agreeing that the purpose of the survey is to gather unbiased information, they had to tell us what they think are the guidelines towards that end. Their answers were again recorded on the flipchart, checked and corrected. Then handouts were given to them and they took turns in reading and explaining in their own words what they thought was the meaning of each passage or sentence read.

The second session involved handing out the actual survey forms. Participants had to read and say what they understood of the questions. A role-play of a household survey was done by the trainers, during which surveyors filled in their forms according to the information given. Trainees were then asked to come up and fill in the appropriate places answers needed on an enlarged sample put up on the flipchart.

The third session was one during which we did practical exercises giving the trainees a chance to practise. Participants grouped themselves according to the respective project areas. In their groups of two, one had to be the surveyor and the other the respondent. They had to swap roles so that each had a chance to play a different role. The ones already filled were taken away so that they were not tempted to look at the answers. The purpose was to allow them to make as many mistakes as possible when there was still a chance to correct them. While the role play was being done, trainers observed and made comments on the performance of the surveyors. Two groups who had the best performance were selected to do a demonstration. One of the groups was to demonstrate good interviewing techniques while the other showed conduct that they must expect from a community person.

The last session was to find out if trainees understood the day's lesson, if they were ready for the real job. We also planned dates and venues where we will meet them on their first day of doing the survey.

OUTCOMES

At the end the participants had a clear understanding of how they are expected to carry out their duties. The information given equipped them, especially the guidelines, with the manner in which they should behave themselves and towards the interviewees. They appreciated the demonstrations because they showed them some of the common, but serious mistakes they may do during the interviews.

REMARKS

- The workshop was one of the most interesting, thought provoking and productive conducted in connection with the work done for the WRC. The trainees were very responsive, taking initiative on asking and answering questions.
- During their turn for doing the role-play we had a chance of observing their performance in relation to a number of things, including the following:
  - body language i.e. whether or not the surveyor signals to the respondent if his/her answer is correct or wrong, e.g. by nodding,
  - communication skills i.e. is there a relationship between them, is the respondent free to give answers, etc.
  - how does the surveyor deal with interruptions which may delay time or make him irritated e.g. respondent deviating the subject matter,
  - asking questions in such a way that leads respondent's answer to a certain direction,
  - techniques of dealing with unconcern or little interest.

I think this is a very good method of training because one understands first the level of the class's knowledge and opinions rather than giving information and later assess their retentive capacity. In fact, within the same arena one is able to teach other important things supplementary to the main object e.g. how one must conduct himself in certain situations which may require patience, innovation and creativity. Confidence in oneself, of course, cannot be excluded.

Appendix 3: SURVEY FORM

1	How many people are permanently resident in the household? (Adults? Children (18 and under)? *Bangaphi abahlala ngokusisigxina apha ekhaya?*	ADULTS: _____ CHILD: _____

2 What is the highest level of education you and your spouse have achieved? (Please check the appropriate box below)
Liliphi elona qondo liphezulu lemfundo onalo wena nenkosikazi okanye umyeni wakho?

Level of Education	Respondent	Spouse
None	1	1
Up to Std 2	2	2
Std 3 - Std 5	3	3
Std 6 - Std 8	4	4
Std 9 - Std 10	5	5
Post matric	6	6

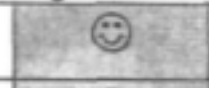
3	What is the gender of the respondent? (MALE / FEMALE) *Yintoni isini salo uphendulayo?*	GENDER

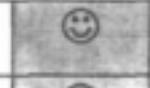
4 What income does your household receive from the following (per month):
Yimalini efunyanwa likhaya kwezi mvelaphi zilandelayo?

Income Source	Respondent	Spouse	Other in H/H	TOTAL
Salary (take home)				SALARY:
Income from informal or self employment				SELF:
Pensions				PENSION:
Disability grants				DISAB:
Remittances from family members				REMITT:
Other (specify)				OTHER:

5	Are you willing to pay for services such as water? (YES/NO) *Ingaba uyathanda ukurhafela iinkozo ezinjengamanzi?*	PAY1
6	Are you willing to pay for services such as electricity? (YES/NO) *Ingaba uyathanda ukurhafela iinkonzo ezinjengombane?*	PAY2
7	Are you willing to pay for services such as telephone? (YES/NO) *Ingaba uyathanda ukurhafela iinkonzo ezinjengomnxeba?*	PAY3
8	Are you willing to pay for services such as roads? (YES/NO) *Ingaba uyathanda ukurhafela inkonzo ezinjengemigaqo?*	PAY4

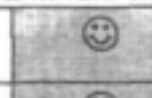
WATER SERVICES:

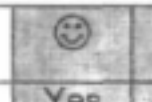
9	How would you rate your water services: *Ungazinika umlinganiselo ongakanani iinkonzo zakho zamanzi:*			
	Level of service *Iqondo lenkonzo*			
	Operation of project Ukubenza kwe project			

10	How would you rate your water committee: *Ungayinika umlinganiselo ongakanani ikomiti yakho yamanzi?*			
	Do you support the structure? *Ingaba uyayixhasa?*			
	Are the members doing a good job? *Ingaba amalungu enza umsebenzi oncomekayo?*			

11	Are you kept informed about what is happening with the water project? (YES / NO) *Ingaba ugcinwa usazi ngokwenzeka kwi-project yamanzi?*	INFORM1
	If YES, how? *Ukuba kunjalo, njani?*	INFORM2

12	Are you kept informed about the finances of the water project? (YES / NO) *Ingaba ugcinwa usazi ngezemali ye-project?*	FIN1
	If YES, how? *Ukuba kunjalo, njani?*	FIN2

13	How would you rate the water project employees: *Ungabanika umlinganiselo ongakanani abasebenzi be-project?*			
	Are the **technical operators** doing a good job?			
	Are the **bookkeepers** doing a good job?			

14	How would you rate the Transitional Rural Council (TRC): *Ungamnika umlinganiselo ongkanani Uceba wasekhaya?*			
	Do you support the structure? *Ingaba uyayixhasa?*			
	Does it do any work for water supply? *Ingaba ukhona umsebenzi ewenzayo kufakelo lwamanzi?*	Yes	No	Don't know
	If YES, is it doing a good job? *Ukuba kunjalo, ingaba ngumsebenzi oncomekayo?*			

15	Are you aware of the Wild Coast District Council? (YES / NO) *Ingaba uyazi nge-Wild Coast District Council?*	DC

If YES, what should it be doing for water? (✓)	
Provide high level technical & management advice *Inike ulwazi oluphezulu, ngomatshini nolawulo*	1
Carry out high-tech repairs *Ilungise izinto ezonakeleyo koomatshini*	2
Provide contact information for purchasing supplies	3
Other (specify) *Ezinye, cacisa*	4
Should not provide any service *Makungabikho nanye eyenzayo*	5

16	Is there a method to make complaints? (YES / NO) *Ingaba ikhona indlela yokuqhithisa izikhalazo?*	COM1
	If YES, are complaints addressed? *Ukuba kunjalo, ingaba ziyahoywa ezo zikhalazo?*	COM2

MANAGEMENT ARRANGEMENTS:

17	Who should be responsible for the installation of water projects? *Ngubani omele ukujongana nokufakwa kwe-project?*	INSTALL
18	Who should be responsible for the day-to-day maintenance and minor repairs of water projects? *Ngubani omele ukujongana ne –project imini nemini aze alungise oko kuncinane konakeleyo?*	MAIN
19	Who should be responsible for major repairs of water projects? *Ngubani ekumele alungise izinto ezinobunzima ezonakeleyo kwi-project?*	REPAIR
20	Who should be responsible for the eventual replacement of water projects? *Ngubani ekumele atshintshe iproject?*	REPLACE

21	Who should be paid for working on the project? (✓) *Ngubani omakabhatalwe ngokusebenza kwi-project?*	
	Water committee members	1
	Community technical operators	2
	Community book-keepers	3
	Transitional Rural Council (TRC)	4
	Wild Coast District Council	5
	Private business or company	6
	Other (please specify)	7

22	What is a reasonable amount to pay a community technical operator who works full-time per month? *Yimalini efanelekileyo emayibhatalwe ngenyanga umntu olungisa izinto ezonakeleyo xa esbenza ixesha lonke?*	TECH

23	What is a reasonable amount to pay a community bookkeeper who works full-time in the office per month? *Yimalini efanelekileyo emayibhatalwe ngenyanga umgcini ncwadi zemali xa esebenza ixesha lonke?*	BOOK
24	Do you know how much you have to pay each month for water services? (YES / NO) *Uyayazi irhafu ebhatalwa kwilali yakho ?*	RATE1
25	Do you think the amount is reasonable? (YES / NO) *Ucinga ukuba le male ifanelekile*	RATE2
26	How much has your household paid for water during January to March 1998? *Yimalini esele irhafwe likhaya lakho ukusukela ku-January ukuzotsho ku-March 1998*	AMOUNT
27	How much can your household AFFORD to pay for water each month? *Yimalini elinako ukuyirhafa ikhaya lakho ngenyanga?*	AFFORD
28	**IF** it was available, would you be interested in a yard connection? (YES / NO) *Ukuba ikhona ungayithanda impompi engena ekhaya?*	YARD1
	If YES, how much is your household willing to pay to have a yard connection INSTALLED? *Ukuba kunjalo, uzimisele ukubhatala malini ngokufakelwe umpompi ekhaya?*	YARD2
	If YES, how much is your household willing to pay as a MONTHLY water service tariff? *Ukuba kunjalo lingabhata malini ikheya ngenyanga eyirhafu yamanzi?*	YARD3

Appendix 4: SURVEYOR DE-BRIEFING REPORT

VENUE: METHODIST CHURCH, Matatiele
DATE: 04 MAY 1998

INTRODUCTION

This was the last day for the household survey activities, which have been conducted for the whole month of April. The research has covered the nine project areas selected for the Matatiele Case Study. We had 19 attendants with one person from Silindini missing and no reason was advanced for her absence.

AIMS AND OBJECTIVES

The most important aim of this workshop was to collect completed forms from the surveyors. We also needed to hear from them what they found good about the whole exercise, what problems they experienced and what they did to overcome such obstacles. Furthermore, but in an indirect manner, as trainers we needed feedback that would reflect whether or not the training sessions we had had with them served any purpose specifically in relation to the following issues:

- comprehension of the purpose of the survey
- observation of the guidelines given for conducting the surveys

In a broader context, learning from problems experienced by the surveyors will give us an idea of how best in the future to approach a survey of the similar nature, for example with regard to the design of the questions, terminology, etc.

METHODOLOGY

- For the first session the surveyors submitted their forms and then were divided into three groups to discuss among themselves the two questions given to them.
- While the discussions were happening, we went through the forms to find out if they had been filled in correctly and also to find out from the individuals concerned reasons for irregularities e.g. blank spaces, miscalculation of figures, and other minor mistakes.
- We had then had a report back session where a representative of each group gave a presentation on their discussion. After that there was a general discussion followed by reimbursements and closure.

OUTCOMES

The survey was a tremendous success, I think. There was not a single questionnaire returned because of major irregularities.

Despite the fact that some people surveyed were reported to be dishonest or refusing to answer certain questions, the survey can nevertheless be taken to be giving an overall picture of areas.

The guidelines were satisfactorily observed in that the whole project areas were done according to the numbers and income ranges.

REMARKS

There were two strong, but conflicting issues raised at the workshop which in fact came up during the survey. These points in my view need further analysis.

- One viewpoint suggests the tariffs must paid to the WCDC because the TRC and the water committees do not have enough support. Some committee members sell beer and therefore cannot enforce people to pay water tariffs for fear of losing them as customers. The basic problem is that of trust between the community members and the committee. (This suggestion was received from Nkosana representatives).
- The second viewpoint (which is more widely held) suggests that the tariffs must be paid to the committees as is happening at present. The argument is that people would never be comfortable to pay their moneys to total strangers such as the WCDC. The advantage with paying to the committees is that they are local people and are therefore within reach if there are any problems. No matter how put in terms of language it's only about a question of accountability. (This point was raised from Silindini and Hlomendlini).

Appendix 5: HOUSEHOLD SURVEY RESULTS

1.0 Methodology

At the introductory workshop, the representatives from each project area were given a guide for choosing community based surveyors to be trained to conduct surveys for the project. Choosing surveyors was discussed further at community meetings at each project area during April 1998. In these meetings a handout was distributed to guide the detailed discussion on the following: the purpose of the surveys; the minimum requirements for surveyors; the job responsibilities and details of payment of surveyors.

The 22 identified surveyors each attended a two day training course at a central venue which covered basics on RDP policy and the project cycle related to rural water supply projects as well as training and practice sessions specific to the survey form. Each survey team was then assisted and monitored during their first day of surveying by the research team. After the completion of all surveying, a de-briefing session was held at a central venue for all the surveyors to pass in their surveys and give their feedback on the process.

The number of surveys planned for each area was based upon the population of the area. On the larger projects this was based upon 1 survey per 100 people, rounded off per village, but on the smaller projects the figure went up to 1 per 50 people. The table below indicates the number of surveys conducted per project area.

The sampling within each project area was based upon the populations of the different villages of the scheme. Within each village, the surveyors visually divided the village into sections and divided the survey forms per section. The surveyors were also required to be conscious of the distance of houses from tapstands and the relative apparent wealth of the households and to ensure a range across the households interviewed.

Project Name	No. of surveys
George Moshesh Phase 1	143
Silindini	21
Nkosana	16
Nkaus	52
Masakala	50
Embizeni	15
Mphoshongweni	29
Hlomendlini	27
Tsita	120
TOTAL	**473**

2.0 Demographics

2.1 Household Size

Household Size	Average	Median
Children	2.71	2
Adults	3.48	3
Total	**5.79**	**5**

2.2 Level of Education

Level of Education	Respondent	Spouse
No Response	2%	36%
None	11%	10%
Up to Std 2	13%	8%
Std 3 - Std 5	29%	23%
Std 6 - Std 8	33%	15%
Std 9 - Std10	8%	5%
Post Matric	4%	1%

2.3 Gender

More than three quarters of the respondents were women at **76%**

2.4 Household Income

The average household income is **R599.61** per month and the median is **R470.00** per month.

Monthly Income	
Nothing	10%
Less Than R20	3%
R20 - R50	2%
R50 - R100	4%
R100 - R200	11%
R200 - R350	11%
R350 - R500	25%
R500 - R750	9%
R750 - R1000	13%
R1000 - R2000	8%
R2000 - R5000	3%
>R5000	0%

3.0 Water Services

3.1 Attitudes to Present Service

	Level Of Service	Operation of the Project
No Response	6%	7%
Satisfied	69%	69%
Ambivalent	6%	6%
Not Satisfied	22%	18%

The satisfaction with the level of service varied between 38% and 94% for villages with existing RDP level supplies. Surprisingly, at Mphoshongweni, with a crisis relief level of supply, 44% of people stated they were satisfied with the level of service. Satisfaction with the operation of the project varies between 25% and 100% for the projects with RDP level of service.

3.2 The Water Committees and Their Staff

Support for the water committees varied between projects ranging from 63% to 100% with the 63% support for Hlomendlini where there is no water project. The overall results were as follows:

No Response	4%
Support	85%
Ambivalent	6%
Do Not Support	6%

The jobs performed by the Committee and their staff were rated as follows:

	Committee	Technical Operator	Book-keeper
No Response	5%	13%	18%
Good Job	77%	78%	68%
Ambivalent	10%	5%	7%
Bad Job	8%	4%	6%

Within the villages with RDP level of service, the variance in the percentage of households believing their committees and staff to be doing a good job are shown below:

	Committee	Technical Operator	Book-keeper
From	47%	70%	40%
To	100%	95%	90%

3.3 Reporting and Communication

	Yes	No	No Response
Kept Informed about Project	76%	22%	2%
Kept Informed about Finances	74%	22%	3%

How the committee reports to the community is mainly in the form of meetings as shown below.

	Project	Finances
No Response	31%	31%
Meetings	56%	60%
Technical Operator	1%	0%
Committee	9%	7%
Community	3%	2%

Most respondents felt that there were systems in place for making complaints about the water service but very few felt that their complaints were adequately addressed.

	Yes	No	No Response
Method of Complaint	66%	16%	17%
Complaints addressed?	3%	10%	83%

3.4 Local Government

The majority of respondents supported the TRC structure. The high number of no responses was mainly from people who were not aware of who the TRC councilors are.

	TRC
No Response	62%
Support	30%
Ambivalent	4%
Do Not Support	5%

In response to the question of whether the TRC does any work towards supplying water, the following responses were given:

No Response	54%
Yes	21%
No	3%
Don't Know	22%

And the job that the TRC performs was rated as follows:

No Response	70%
Good Job	24%
Ambivalent	1%
Bad Job	5%

Very few respondents were aware of the Wild Coast District Council(WCDC) with only 3% of respondents saying they knew the WCDC.

4.0 Management Arrangements

4.1 Responsibilities

Respondents were asked who should be responsible for the various stages of a project, from the initial installation to the everyday maintenance through to major repairs and eventual project replacement. Some respondents returned a second answer and these are detailed under the 2nd column.

	Project Installation		Maintenance		Major Repairs		Project Replacement	
	1st	2nd	1st	2nd	1st	2nd	1st	2nd
No Response	9%	90%	5%	92%	7%	90%	9%	92%
Government	**63%**	3%	2%	0%	**22%**	2%	**67%**	3%
RDP	0%	0%	0%	0%	1%	0%	2%	0%
WCDC	1%	0%	0%	0%	0%	0%	2%	0%
TRC	1%	0%	0%	0%	1%	0%	1%	0%
Committee	**15%**	1%	**32%**	0%	**14%**	1%	**9%**	1%
Technical Operator	1%	0%	**25%**	1%	**38%**	1%	1%	0%
Community	4%	5%	**34%**	5%	9%	5%	5%	4%
Mvula Trust	4%	0%	0%	0%	3%	0%	5%	0%
Engineer	0%	0%	0%	0%	6%	1%	0%	0%

The respondents were asked who should be paid for doing work on the project and the following responses were made:

	No Response	Yes	No
Water Committee Members	17%	77%	6%
Community Technical Operators	3%	95%	2%
Community Bookkeepers	10%	84%	6%
Transitional Rural Council(TRC)	49%	27%	25%
Wild Coast District Council	59%	6%	36%
Private Company	56%	9%	35%
Other	86%	3%	11%

4.2 Tariffs and Affordability

The respondents were asked how much the technical operators and bookkeepers should be paid and the following averages and means were calculated:

	Technical Operator	Book-keeper
Average	R 217.77	R 197.77
Median	R 100.00	R 100.00

The respondents were asked how much the technical operators and bookkeepers should be paid and the following responses were recorded:

Suggested Pay	Technical Operator	Book-keeper
No Response	2%	6%
Nothing	19%	24%
Less Than R20	5%	7%
R20 - R50	14%	12%
R50 - R100	15%	12%
R100 - R200	17%	14%
R200 - R350	10%	7%
R350 - R500	11%	9%
R500 - R750	2%	3%
R750 - R1000	5%	4%
R1000 - R2000	1%	2%

Respondents were asked if they knew the amount of their water tariff and the following responses were made:

	Yes	No	No Response
Know Tariff	86%	11%	4%
Tariff Satisfactory	71%	13%	16%

Respondents were asked how much they had paid for water tariffs in the last 3 months and the following responses were made:

	Paid Jan To March	Afford
No Response	9%	2%
Nothing	29%	5%
R0.01 - R1.00	1%	15%
R1.01 - R2.00	6%	47%
R2.01 - R3.00	5%	5%
R3.01 - R5.00	6%	10%
R5.01 - R7.00	24%	0%
R7.01 - R10.00	7%	5%
R10.01 - R15.00	4%	0%
R15.01 - R20.00	5%	3%
R20.01 - R 50.00	3%	2%
>R50.00	0%	1%

Responses according to project on payments made from January – March:

Project	Blank	Nothing	Average	Median
Tsita	7%	45%	R 4.47	R 2.00
GM1	2%	15%	R 5.94	R 6.00
Silindini	0%	10%	R 2.71	R 3.00
Nkosana	0%	25%	R 5.06	R 6.75
Nkaus	35%	48%	R 1.53	R 0.00
Masakala	0%	44%	R 10.20	R 14.00
Embizeni	7%	47%	R 3.60	R 1.50
Mphosho	0%	0%	R 5.28	R 2.00
Hlomendlini	48%	15%	R 1.24	R 2.00
All Respondents	9%	29%	R 4.98	R 5.00
All with RDP	7%	32%	R 5.20	R 6.00
Without RDP	23%	7%	R 3.33	R 2.00

Respondents were asked how much they could afford to pay each month for water tariffs and the following responses were made:

Project	Blank	Nothing	Average	Median
Tsita	3%	14%	R 3.35	R 2.00
GM1	1%	0%	R 3.75	R 2.00
Silindini	5%	0%	R 1.05	R 1.00
Nkosana	0%	0%	R 2.19	R 2.50
Nkaus	0%	8%	R 7.92	R 1.50
Masakala	0%	6%	R 13.08	R 10.00
Embizeni	27%	7%	R 48.07	R 3.00
Mphosho	0%	0%	R 5.07	R 2.00
Hlomendlini	0%	4%	R 3.73	R 2.00

Project	Blank	Nothing	Average	Median
All Respondents	2%	5%	R 6.41	R 2.00
All with RDP	2%	6%	R 6.67	R 2.00
Without RDP	0%	2%	R 4.42	R 2.00

Respondents were asked how much they were willing to pay for the installation of a yard connection and the following responses were made:

Payment For Installation of Yard Connection	
No Response	27%
Nothing	6%
R0.01 - R20.00	9%
R20.01 - R 50.00	10%
R50.01 - R100.00	8%
R100.01 - R200.00	7%
R200.01 - R350.00	6%
R350.01 - R500.00	11%
R500.01 - R750.00	4%
R750.01 - R1000.00	8%
>R10000.00	3%

The results on how much respondents were willing to pay for installation of yard connections according to project:

Project	Blank	Nothing	Average	Median
Tsita	47%	9%	R 271.58	R 500.00
GM1	19%	1%	R 342.57	R 200.00
Silindini	33%	5%	R 146.67	R 225.00
Nkosana	25%	6%	R 98.75	R 100.00
Nkaus	12%	10%	R 193.13	R 100.00
Masakala	18%	14%	R 244.60	R 200.00
Embizeni	33%	20%	R 10.53	R 5.00
Mphosho	21%	0%	R 358.97	R 500.00
Hlomendlini	26%	0%	R 99.41	R 50.00
All Respondents	27%	6%	R 257.42	R 200.00
All with RDP	27%	7%	R 260.59	R 200.00
Without RDP	23%	0%	R 233.82	R 200.00

Respondents were asked how much they were willing to pay as a monthly tariff for a yard connection and the following responses were made:

Monthly Payment for Yard Connection	
No Response	28%
Nothing	5%
R0.01 - R1.00	1%
R1.01 - R2.00	7%
R2.01 - R3.00	2%
R3.01 - R5.00	15%
R5.01 - R7.00	1%
R7.01 - R10.00	14%
R10.01 - R15.00	0%
R15.01 - R20.00	11%
R20.01 - R 50.00	11%
R50.01 - R100.00	2%

The results on how much respondents were willing to pay for monthly tariffs with yard connections according to each project is as follows:

Project	Blank	Nothing	Average	Median
Tsita	49%	9%	R 5.49	R 5.00
GM1	20%	0%	R 14.16	R 10.00
Silindini	33%	5%	R 6.29	R 3.50
Nkosana	25%	0%	R 6.91	R 7.50
Nkaus	13%	4%	R 16.36	R 10.00
Masakala	18%	10%	R 15.60	R 10.00
Embizeni	33%	27%	R 28.67	R 20.00
Mphosho	24%	0%	R 10.78	R 5.00
Hlomendlini	26%	0%	R 11.69	R 7.50
All Respondents	28%	5%	R 11.87	R 10.00
All with RDP	29%	6%	R 11.96	R 10.00
Without RDP	25%	0%	R 11.21	R 5.00

5.0 Summary Tables according to Project

The following tables show the percentage of "YES" or positive responses according to project for the Water Services and Management Arrangements sections. (Please refer to those sections for the questions). For example, at Tsita, 94% of households surveyed were happy with the level of service; 96% were happy with the operation of the project; 95% supported the committee; 90% thought the committee was doing a good job; 81% felt well informed about the project; 73% said they were informed through meetings; etc.

Project	Tsita	GM1	Silindini	Nkosana	Nkaus	Masa-kala	Embizeni	Mpho-shon-gweni	Hlomen-dlini	All villages with RDP Service	Villages with no RDP Service	All Respon-dents
Number of Surveys	120	143	21	16	52	50	15	29	27	417	56	473
Happy: Level of service	94%	68%	90%	44%	38%	64%	73%	41%	0%	72%	21%	66%
Satisfied with Project Operation	96%	90%	100%	44%	25%	46%	80%	28%	0%	77%	14%	69%
Support Water Committee	95%	88%	100%	69%	77%	76%	73%	83%	63%	87%	73%	85%
Committee Do Good Job	90%	84%	100%	56%	63%	66%	47%	72%	48%	79%	61%	77%
Informed Re Project	81%	76%	100%	63%	77%	62%	67%	69%	74%	76%	71%	76%
Informed in Meetings	73%	58%	95%	6%	71%	4%	53%	28%	74%	57%	50%	56%
Informed Re Finances	83%	87%	95%	69%	63%	60%	53%	24%	63%	78%	43%	74%
Informed in Meetings	75%	80%	90%	6%	63%	2%	33%	7%	63%	63%	34%	60%
Technical Operator: Do Good Job	93%	95%	95%	94%	75%	70%	80%	0%	0%	88%	0%	78%
Book-keeper: Do Good Job	90%	78%	81%	63%	69%	70%	40%	0%	0%	78%	0%	68%
Support Maluti TRC	33%	29%	5%	0%	33%	50%	0%	59%	4%	29%	32%	30%
Are TRC Working for Community Water Projects	13%	19%	5%	0%	27%	54%	0%	48%	4%	20%	27%	21%
TRC Good job	24%	19%	5%	0%	27%	52%	0%	48%	4%	23%	27%	24%
Know of WCDC	11%	1%	0%	0%	0%	0%	0%	3%	0%	3%	2%	3%
Methods for Complaints	66%	78%	100%	75%	71%	86%	60%	0%	7%	75%	4%	66%
Complaints Addressed	11%	0%	0%	0%	0%	4%	0%	0%	0%	4%	0%	3%
Know Rate for Water	98%	99%	100%	100%	56%	74%	100%	69%	33%	90%	52%	86%
Rate OK	85%	86%	95%	81%	42%	74%	67%	0%	26%	78%	13%	71%
Want Yard Connection	59%	81%	67%	75%	88%	78%	60%	79%	74%	74%	77%	74%

Appendix 6: NKOSANA VILLAGE WATER COMMITTEE WORKSHOP
DATE : 07 MAY 1998

INTRODUCTION
This was the first workshop of a series to be conducted for the entire month. The turnover was satisfactory in that all the representatives holding major positions were present for example technical operators, treasurer, and chairperson.

AIMS AND OBJECTIVES
The main object of the workshop was to get more information, besides that gathered from the community through the survey, from the committee itself as a stakeholder in relation to what they think must be and will be their relationship with the WCDC as a service authority. Secondary to that one was to give a report on the general findings from the household survey. Furthermore we needed to know from the committee what problems they encounter in the ordinary execution of their duties.

In broader terms we need to find consensus, if any, between the information from the communities and the committees as the latter was deliberately excluded for the purposes of the survey.

METHODOLOGY
After a general presentation on the findings of the survey the participants are divided into two groups, each with specific questions to answer. A trainer sits with each group in order to facilitate a discussion on the questions designated for that particular group. This is followed by a report from each of the groups and the trainer must ensure that every point is agreed to by everybody. Additions or corrections are made where necessary. Then we have a general discussion on the Water Services Act after which the committee must discuss what they then think will be their future arrangements vis-a-vis the local government as per the stipulations of the Act.

PRESENT SITUATION ASSESSMENT:
General : How is the water operated and maintained?
- The project is operated by means of solar energy that feeds water into a reservoir tank and from where it is transferred to the supply tank. Resulting from problems experienced in the area, namely shortages, the water the committee approached Mvula Trust who supplied them with a device meant to aid the solar system. The devise has not however been installed to date due to lack of the technical know - how.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
- The technical operators are not paid at the moment but there are talks towards that direction.
- Staff members comprise two technical operators and a treasurer who keeps records of all tariff payments.

Communication : How are reports made to the community? How are financial reports made to the community? Who is responsible? How often does it happen?
- The committee meets every 10th of the month to submit all moneys collected by the tap stand bookkeepers. Reports to the community are made by the committee during meetings convened either by the committee or the tribal authority. Most of the times we join in into those called by the tribal authority because we realised that people did not attend our meetings for they assume that the committee will only ask them for money.

- Only the treasurer gives financial reports while the chairman makes general reports on issues pertaining to the project. The last report was on the 17th of April.

Relationships: What is the relationship with the TRC? Tribal Authority? WCDC?
- The committee has had no contact with any TRC representative, as the person has never visited the village. TRC representative – Mrs Goya
- We however on the contrary have good relations with the Tribal House and get a lot of support from the structure. The Chief is Alfred Mhlabuzolile Nkosana. The Headman is Mr Thubeleza Nzeku.
- We have no relations with the WCDC.

Issues and problems: What problems have the committee experienced and how have they dealt with them?
- The first and foremost problem that the committee is faced with is that of people who do not pay the tariffs, the reason being that they claim the water is from their old spring. On several occasions a call has been made to those responsible but to no avail. The option under consideration is to report them to the tribal authority that will issue penal charges, as is the usual procedure of the House.
- We would like to be paid a small commission (R20) because sometimes we (as committee members) have to attend meetings in town or Maluti at our own cost. The women also feel that this amount would be an incentive for their husbands to allow them to continue working in the project because at times they spend the whole day at these meetings and have on time to prepare meals for their families. This small amount would help to buy bread in such circumstances.

TECHNICAL:
What kind of system is in place?
- The project is operated by means of solar energy.

How is the system working?
- There are enormous problems in the area because at times water is not enough in the tank and the technical operator has to close it until it is filled up.

How often and how long has the system not worked?
- At most the tank is closed for two weeks during which there is no water and is reopened for only three days.

Is the community satisfied with the level of services?
- The community is unsatisfied with this situation.

FINANCIAL:
What is the tariff?
- The tariff is R2.50.

How is money collected (Who? What? Where?)
- The tap stand sub-committees collect it through the door to door system.

Does the committee keep records?
- We do keep records and receipts are issued by the treasurer on a yearly basis i.e after the person has paid the whole amount for the year.

How much has been collected to date?
- We have so far collected R1400.

How much is in the bank account?
- R1400.

How much is held by the committee?
- There is no money held by the committee.

What has money been spent on?
- No expenditure has been incurred to date.

FUTURE ARRANGEMENTS:
Are any of the committee members aware of the Water Services Act? Are any of the committee members aware of the terms 'water services provider' and water services authority'?
- There is no awareness of the Water Services Act.

Does the committee believe it can look after and maintain the project for years to come? Does it want to?
- We will not have any problem working on the project.

Is the committee interested in any outside assistance of any sort? Is it willing to pay for it? What kind of arrangements would they want or envision with the District Council as their service provider?
- We would approach the local government for financial assistance in cases of emergency where there is not enough money for repairing the damage resulting from natural forces e,g lightning.
- The structure would also be consulted for advice on technical issues for example which consultants to approach when there are problems.

Appendix 7: GEORGE MOSHESH VILLAGE WATER COMMITTEE
DATE: 26 MAY 1998

PRESENT SITUATION ASSESSMENT:
General: How is the project operated and maintained?
The project is operated by means of gravitational force and is sourced from the mountain. The committee maintains it.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
There are four workers whose responsibility for carrying out technical repairs and other maintenance necessities e.g. cleaning the tanks.

Communication: How are reports made to the community? How are financial reports made to the community? Who often does it happen? When was the last report to the community made?
- We hold meetings at which we give reports and inform the community of any problems or issues pertaining to the project. Financial reports are also done at these meetings, which at times are organised by the headman. The chairperson gives the reports.
- We hold meetings on a quarterly basis and the last one was on the 11th of May 1998.

Relationships: What is the relationship with the TRC? Tribal Authority? WCDC?

- We usually have a TRC representative when there is a problem but he also normally attends our meetings. The TRC representative is Mr Mofokeng Nkhoesa.
- We have a working relationship with the Tribal House. The members are active and allow us to join in at meetings initially organised for the purposes of the House. The Chief is Mr JD Moshoeshoe. The headman is Mr Seiso Moshoeshoe.
- We are not aware of the WCDC structure and have no contact at all.

What problems have the committee experienced and how have they dealt with them?
- People are not willing to pay because they complain that the taps are too far away. We have approached the headman concerning this issue but no change as yet.
- Meetings are usually attended by people who pay the tariffs and not by those people who don't pay and are causing problems.

TECHNICAL:
What kind of system is in place?
- The project operates by means of gravity and water is collected into tanks and then flows into pipes.

How is the system working?
- The system is working perfectly and the only problem is with the kids who break the taps.

How often and how long has the system not worked? Why?
- There are no problems because the technical operators do regular check-ups and repairs where necessary.

Is the community satisfied with the level of services?
- The community is not satisfied because the taps are too far.

FINANCIAL:
What is the tariff?
- R2 per month.

How is it collected (Who, Where, How often?)
- The treasurers collect it by the door-to-door system.

Does the committee keep records? Receipts?
- We keep records of all payments and issue receipts whenever a person pays.

How much has been collected to date?
- Each of the 12 wards has its own bank account and none of these accounts has less than R100. We are still planning on consolidating all the accounts in order to have one account for the project.

How much is in the bank account?
- Amounts differ according to each ward.

How much money does the committee hold?
- R360

What has money been spent on? How much?
- We have spent R150 on repairs.

FUTURE ARRANGEMENTS:
Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority'?
- No knowledge of the Act or terms.

Does the committee believe it can look after the project for years to come? Does it want to?
- We are committed as the committee to continue working on the project.

What kind of arrangements would the committee want or envision with the WCDC as their service authority?
- We would approach the District Council for the following:
  (i) Financial aid
  (ii) Advice on which consultant to employ when there are repairs that the operators cannot do.

Appendix 8: HLOMENDLINI VILLAGE WATER COMMITTEE
DATE: 19 May 1998

PRESENT SITUATION ASSESSMENT:
General: How is the project operated and maintained?
- We do not have a project at the moment and we still fetch water from the springs.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
- A bookkeeper and a technical operator have been elected recently but are not working since we have no project.

Communication: How are reports made to the community? How are financial reports made to the community? Who often does it happen? When was the last report to the community made?
- We do make reports to the community on the progress of trying to get a project which are made by the chairperson but there are no financial reports because we do not collect any money.
- We hold two meetings every month and the last one was on the 23rd of April.

Relationships: What is the relationship with the TRC? Tribal Authority? WCDC?
- We have no relations with the TRC but the representative visited the village last year November 2nd when she came to tell us that the Hlomendlini project was on the government's budget. The representative is Mrs Vikwa.
- We have very good relations with the tribal authority to such an extent the headman is a member of the committee. The Chief is Z S Sihlwayi; Headman - Mr T N Magadla.
- No relations with WCDC.

What problems have the committee experienced and how have they dealt with them?
- We have had discussions with the community because as the committee we feel that it would be good to have some little amount contributed by each household so that we have some funds. The community does not however agree with this, but we are still persuading them. They would prefer to pay when the project is physically there.
- The community would also prefer to be reimbursed for transport costs incurred while carrying on their duties as the committee. This however, must occur once the project has started.

TECHNICAL:

What kind of system is in place?

- There is a spring protection in the area that was implemented in 1995.

How often and how long has the system not worked? Why?

- It stopped working in 1996 and we do not know why.

Is the community satisfied with the level of services?

- The community was never satisfied with the system because it did not cover even a quarter of the village.

FINANCIAL:

What is the tariff?

- None.

How much is collected (Who, What, Where, How often?)

- None.

Does the committee keep records? Receipts?

- No records are kept but a bookkeeper has been elected a few weeks ago.

How much has been collected to date?

- Nothing.

How much is in the bank account?

- R250 which was borrowed from someone and is to be repaid during the construction of the project.

How much money does the committee hold?

- The committee members hold no money.

What has money been spent on? How much?

- We have spent R500 paying the engineer who did the survey of the springs and that money was also a loan from someone. Mvula Trust is aware of this and holds a receipt for that transaction.

FUTURE ARRANGEMENTS:

Are any of the committee members aware of the Water Services Act?

Are any members aware of the terms ' water service provider' and water service authority'?

- No.

Does the committee believe it can look after the project for years to come? Does it want to?

- We would like to continue working on the project because the TRC or any private company will be too far to see and solve problems with immediate effect.
- We are also committed to our work because we are not only helping the community, but ourselves too. The TRC has so far done nothing for us.

What kind of arrangements would they want or envision with the WCDC as their service authority?

- We would approach the WCDC when we have problems such as the following:
  (i) Financial problems
  (ii) Conflict resolution when every possible attempt has been made with regard to a certain issue, for example non payment of tariffs or conflict of a serious nature.

But that will happen after the Tribal House has been consulted and is unable to help.

(iii) We will however appoint consultants on our own (i.e. not local government).

Appendix 9: MASAKALA VILLAGE WATER COMMITTEE

DATE: 14 MAY 1998

PRESENT SITUATION ASSESSMENT:

General: How is the project operated and maintained?

- The project is operated by means of electricity because it is a borehole. Any required repairs are done by the technical operators using the money collected from tariffs.

Staff: How many staff members? What are they paid? How much do they work? What do they do?

- There are three technical operators and one bookkeeper all of whom are paid on a monthly basis. There were two bookkeepers but the second one has been retrenched because there is not a lot of work to be done. Another person has been elected to be trained on how to use the pre-paid tags and the computer.

Communication: How are reports made to the community? How are financial reports made to the community? Who is responsible? When was the last report to the community made?

- We do make reports to the community financial and otherwise during meetings that are convened every month. The treasurer makes financial reports whereas the chairperson does other reports. We normally have one meeting with the community every month but a second one may be called whenever necessary.
- The last one was on the 27th of April.

Relationships : What is the relationship with the TRC? Tribal Authority? WCDC?

- We have good relations with the TRC and one of the committee members is a TRC representative.
- We have no problem with the chief but there is some conflict between us and the headman. This is so because they feel that the committee is by-passing them because the committee is calling meetings without consulting them and also holding meetings at the office rather than the tribal quarters. The headman is Mr Malefetsane Morosi for Masakala; Mr Magontsana Gqada for Khohlong; Mr Seyiso Morosi for . The Chief is Mrs FN Masakala.
- We are aware of the District Council but have had no contact at all.

What problems have the committee experienced and how have they dealt with them?

- The community does not attend meetings and are therefore ignorant of what is going on with the project. Ultimately it gives the impression that the committee is not doing its job.
- Some community members do not pay the tariff because they claim that the government supplied water free.
- We feel that we are losing credibility as the committee because there is not enough transparency between the consultants and us. We are aware that there was some money allocated for prepaid tap stands from RDP 2, but now we do not know who received that money and how much was spent and remained from that money. Even at the moment there are some people who have not been paid.
- The tags sometimes get finished before their time but we are unable to help the community because we are not given definite answers by the consultants. As part of solution to this problem we appointed a person who is to be trained on how to use the tags in the computer.

- Due to financial constraints one of the bookkeepers has had to be retrenched, but the issue is that she was never consulted before the decision was reached. The letter notifying her of the decision was returned by the bookkeeper and so the decision was not applicable until after she had been called to a meeting. She personally does not have any problem stepping down but felt that her retrenchment was procedurally unfair.

TECHNICAL:
What kind of system is in place?
- The project is 2 boreholes and spring protections. The tap stands use the pre-paid system.

How is the system working?
- The system is working well, the only problem are the tap stands.

How often and how long has the system not worked? Why?
- Water stops flowing at times but is fixed as soon as possible. Tags do not work perfectly and get finished before they should.

Is the community satisfied with the level of services?
- The community is satisfied with the level of services except the way it operates. (i.e. pre-paid system as the tags do not always work well).

FINANCIAL:
What is the tariff?
- The water tariff is R10.

How much is collected (Who, What, Where, How often?)
- Each person must come to pay at the office when the tag is finished.

Does the committee keep records? Receipts?
- The committee keeps records and issues receipts.

How much has been collected to date?
- We have collected R3400.00 to date.

How much is in the bank account?
- We have R10321.95 in our bank account.

How much money does the committee hold?
- R800.00

What has money been spent on? How much?
- We have spent R200 to pay the person who was digging the toilet.

FUTURE ARRANGEMENTS:
Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority'?
- None of us is aware of the Water Services Act.

Does the committee believe it can look after the project for years to come? Does it want to?
- We are committed as the committee to continue working on the project because it will be much more easy dealing with problems at local level. We also cannot afford paying a

private company whereas we can negotiate among ourselves for as little money as possible.

What kind of arrangements would they want or envision with the WCDC as their service authority?

- As the committee we feel that we can approach the District Council on any of the following matters:
  (i) Fraud: It may not always be clear who commits fraud between the treasurer and the bank. In such circumstances and especially where the bank is responsible there would be a need for an investigation. We would be unable as the committee to facilitate that process.
  (ii) Where there has been enormous damage to the project that may be too costly.

NOTE: There were conflicting views among the committee members with regard to who should be approached concerning the problem of non-payment (re. flat rate of R14/household for emergency fund).

- The one view is that when there are problems the committee must approach the tribal authority for it to impose penalty charges on that person. The argument is that the committee has been working with the chief and to cast him aside on this issue would be interpreted as disregard of his authority. Furthermore that move will cause conflict between the committee and the community because the tribal house still enjoys a lot of respect and recognition in the area. It must be after every possible attempt has been made that one may consider the TRC and it must be the chief or the headman who consults the structure or the WCDC.
- Some are of the view that the issue of non-payment must be transferred to the TRC because they have tried working with the tribal authority on the issue but without much success. The agreement between the committee and the tribal house is that the chief has a list of all people who do not tariffs and when any of such people needs help from the latter he \ she should be denied such help. The main constraint of this idea is that it may take a very long time before a person has any problem that needs the tribal authority or may not need to do so at all. The TRC therefore should be given powers to prosecute those concerned in legal terms.

Appendix 10: MPHOSHONGWENI VILLAGE WATER COMMITTEE

DATE: 13 MAY 1998

PRESENT SITUATION ASSESSMENT:

General : How is the project operated and maintained?

- The project is a spring protection and water is collected into tanks. There are no taps running through the area but only taps close to the tanks.

Staff: How many staff members? What are they paid? How much do they work? What do they do?

- Nobody is working on the project except one committee member who does repairs on a voluntary basis. We do have a treasurer and a secretary but they are not paid for working on the project.

The committee members collect the money when we have had to attend meetings. The chairperson gives the reports. The last community report-back one was on the 22nd of April.

Relationships: What is the relationship with the TRC? Tribal Authority? WCDC?

- We have no relations with the TRC and there is nobody representing this village in the TRC.

- We have good relations with the Tribal Authority, such that when there meetings outside the village the chairperson has to attend that meeting with the headman. The headman is also a member of the committee. The chief has no direct involvement in the project but does support the committee. The chief is Mr S Makhoba. The headman is Mr Elliot D Leteba.
- We know nothing about the District Council.

What problems have the committee experienced and how have they dealt with them?
- We get a lot of support from the community because they need water.
- There is no conflict within the committee.
- The only problem we have is that not everybody contributes when we ask for financial assistance.

TECHNICAL:
What kind of system is in place?
- We have a spring catchment that was an emergency relief after the outbreak of typhoid some time back. It operates by means of gravity.

How is the system working?
- The system is working well.

How often and how long has the system not worked? Why?
- There is only one tank which has never worked properly sine the installation of the project. This tank does not get full.

Is the community satisfied with the level of services?
- The community is totally not satisfied.

FINANCIAL:
What is the tariff?
- There are no tariffs paid at the moment.

How much is collected (Who, What, Where, How often?)
- Committee members go door to door asking for donations if there is going to be a journey taken for the purposes of the project. The amount of money depends on how many meetings will be attended that month.

Does the committee keep records? Receipts?
- The committee keeps records but no receipts are given.

How much has been collected to date?
- Nothing.

How much is in the bank account?
- We do not have a bank account.

How much money does the committee hold?
- R5.00

What has money been spent on? How much?
- We have spent R216.00 attending meetings.

FUTURE ARRANGEMENTS:
Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority'?
- No knowledge of such Act.

Does the committee believe it can look after the project for years to come? Does it want to?
- We would like to continue working on the project because the District Council or the TRC would be too far away and difficult to contact when there are problems.

What kind of arrangements would they want or envision with the WCDC as their service authority?
- We would approach the structure when there are problems that we are unable to solve e.g fraud, non payment of tariffs, major conflicts between the committee and the community or between the committee and the tribal authority.

Appendix 11: NKAUS VILLAGE WATER COMMITTEE
DATE: 12 MAY 1998

REMARKS
- There is a great degree of disunity among the committee members which is very evident , viz in Sekhulumi they have had to repair the pipeline on their own without the aid of other committees.
- Since they are moving towards having one committee for all the different villages, there are fears of being overshadowed by the prominent villages.
- The committee was very evasive when it came to discussing what problems they have had as the committee. In fact they verbally denied that they had any disagreements among themselves, calling it an internal affair's issue and stating that they could not discuss those issues in our presence.

PRESENT SITUATION ASSESSMENT:
General: How is the project operated and maintained?
- Water flows into the tanks and taps through gravity and repairs are done as soon as possible.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
- There are five staff members who, at the moment are not working because they are awaiting training.

Communication: How are reports made to the community? How are financial reports made to the community? Who is responsible? How often does it happen? When was the last report to the community made?
- We do make reports to the community on any matter concerning the project. The treasurer of each particular village does financial reports for that village.
- The reports are done once a month in each village.

Relationships : What is the relationship with the TRC? Tribal Authority? WCDC?
- We have good relations with the TRC and the representatives are very active both in the water project and other projects a well. Representatives : Mr M Nkhoesa and Mr Mkhantso.
- We have good relations with the tribal authority. The Chief is Mr Jerry Moshoeshoe. The headman is Mr Archie Lepheana.

- We know nothing about the WCDC.

What problems have the committee experienced and how have they dealt with them?
- We have encountered no problems with the community because they are paying the tariff.
- The problem is that some committee members who just stopped doing their jobs and coming to the meetings without giving any notice. There is some doubt also among the committee members with regard to whether the project will bring good to the community or will be yet another source of conflict. The basis is that each village has its own committee and discussions towards having one committee are underway.

TECHNICAL:
What kind of system is in place?
- The project is a weir and water flows by means of gravity into the tanks.

How is the system working?
- Water flowed only for a short while and then stopped.

How often and how long has the system not worked? Why?
- Since the project was completed water has never flown satisfactorily. Some people still fetch water from the springs.

Is the community satisfied with the level of services?
- The community is not satisfied at all with the project or the way it operates.

FINANCIAL:
What is the tariff?
- The tariff is R1.50 per household a month.

How is the tariff collected?
- The money is collected by the committee.

Does the committee keep records? Receipts?
- Yes, but only two villages have collected any tariff.

How much has been collected to date?
- R1510 has been collected to date.

How much is in the bank account?
- R1510.

How much money does the committee hold?
- R0. 00

What has money been spent on? How much?
- There are conflicting answers with regard to this question because each village works individually. Sekhulumi has spent R120 buying pipe fittings.

FUTURE ARRANGEMENTS:
Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority"?
- No knowledge of the Act.

Does the committee believe it can look after the project for years to come? Does it want to?

- We are committed to working on the project.

What kind of arrangements would they want or envision with the WCDC as their service authority?

- We think we would approach the WCDC on any of the following:
  (i) Financial assistance
  (ii) Advice on high level management strategies.
- The TRC will be approached when there are problems with non-payment.

Appendix 12: SILINDINI VILLAGE WATER COMMITTEE

Date: 11 MAY 1998

PRESENT SITUATION ASSESSMENT:

General: How is the water project operated and maintained?

- Water flows by means of gravitational force into tanks and the taps subsequently. The taps are repaired when necessary, and the technical operators do a regular inspection.

Staff: How many staff members? What era they paid? How much do they work? What do they do?

- There are three staff members who are not paid but the matter is still being discussed. They are doing a very important and good job.

Communication : How are reports made to the community? How are financial reports made to the community? Who is responsible? How often does it happen? When was the last report to the community?

- We make reports to the community including financial reports which are done by the treasurer. The chairperson does other reports.
- We hold two meetings every month and the last one was on the 16th of April.

Relationships : What is the relationship with the TRC? Tribal Authority? WCDC?

- We last had contact with the TRC in September of last year when we opened the project. We had invited them to the feast but after then we had had no contact at all, neither from them or us because we have had no problem that concerns them ever since. TRC representative - Mrs Nokuphumla Vikwa.
- We have very good relations with the Tribal Authority. Every problem we have as the committee is reported to the chief or the headman who tries every possible attempt to help us. The Chief is Mr N.T Magadla. The Headman is Mr Mlulami Manguzela.
- We have no contact at all with the WCDC and we are not aware what it is.

What problems has the committee experienced and how have they dealt with them?

- We would like to be paid a small amount of money (R20) because we era unemployed and it becomes a problem when we have to attend meetings outside the village. At times we contribute R1 amongst ourselves in order to cover transport costs of those people who have to attend a particular meeting.
- There is no problem among as the committee members.
- The people are also very co- operative with regard to tariff payment.

TECHNICAL:

What kind of system is in place?

- Our project is a spring protection from where is collected into a tank and then flows to the taps by gravity.

How is the system working?

- We are satisfied with the project because flows constantly.

How often and how long has the system not worked? Why?

- The project is working satisfactorily, we have had no problems.

Is the community satisfied with the level of services?

- We are satisfied with the level of services but sometime back we had had a discussion about having yard connections in order to reduce the amount of pressure exerted by the water on the pipes. There is too much water flowing and that causes the pipes to burst.
- Right at the moment there is a pipe that has just burst.
- There is also one tap that does not have enough water.

FINANCIAL:
What is the tariff/

- The tariff is R1 per month.

How is money collected? (Who? What? Where? How much?)

- It is the committee that collects tariffs. The money is paid to the bookkeeper who then issues a receipt.

Does the committee keep records?

- The records are kept by the bookkeeper.

How much has been collected to date?

- We have collected R640.00 so far.

How much is in the bank account?

- We have R1361.40 in the bank account but this money is not only from the O&M tariffs but from other moneys for the water project as well.

How much is held by the committee?

- We have at the moment R120 that is not yet deposited in the bank.
- There are some people who do not pay tariffs.

What has money been spent on? How much?

- We have not spent any money so far but we will very soon to repair this burst pipe.

FUTURE ARRANGEMENTS:
Are any members of the committee aware of the Water Services Act?
Are any of the committee members aware of the terms 'water service provider' and ' water service authority'?

- None one of us is aware of such Act or the terms.

Does the committee believe it can look after and maintain the project for years to come? Does it want to?

- We would like to continue working on the project because we have had no problem that we are unable to solve. The problem with having money administered by the TRC is corruption.

Is the committee interested in outside assistance of any sort? Is it willing to pay for it? What kind of arrangement would they want or envision with the District Council as their service authority?

- We would consult the WCDC when we have a problem of an emergent nature or for the upgrading of existing services.
- The committee will on its own appoint consultants if needs be.

Appendix 13: TSITA VILLAGE WATER COMMITTEE
DATE: 22 May 1998

PRESENT SITUATION ASSESSMENT:
General: How is the project operated and maintained?
- The project is operated and maintained by employed staff.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
- We have two bookkeepers, a security guard and a project manager who are all working and paid on a monthly basis.
- The bookkeepers do financial management and general office administration.
- The project manager is looking after the project and monitors staff.
- The security guard is responsible for the security of materials in the site and the office.

Communication: How are reports made to the community? How are financial reports made to the community? Who often does it happen? When was the last report to the community made?
- We call community meetings at which we do both financial and project reports. The chairperson and other are responsible for organising such meetings and making reports.
- Meetings are done once a quarter and the last one was in March of this year.

Relationships : What is the relationship with the TRC? Tribal Authority? WCDC?:
- We are working together with the TRC but the problem is that the representative himself does not know what he is supposed to do for the community in or his role in water supply projects. He nevertheless is interested in his job. The representative is MR M Nkhoesa.
- We have good relations with the tribal authority.
- No relations at all with the WCDC.

What problems have the committee experienced and how have they dealt with them?
- Educated people do not want to pay the tariff although they are the ones who use more water, irrigating gardens.

TECHNICAL:
What kind of system is in place?
- We have a gravitational force system and the source is the weir.

How is the system working?
- The system is working fine.

How often and how long has the system not worked? Why?
- The tank at Mabua is leaking but other minor problems are fixed quickly.

Is the community satisfied with the level of services?
- The community is satisfied with the level of services.

FINANCIAL:
What is the tariff?
- R2.00.

How much is collected (Who, What, Where, How often?)
- Sub-committees collect the money by the end of the first week of every month. During the second week it must be given to committee and people send it themselves to the committee.

Does the committee keep records? Receipts?
- We keep records and a receipt is issued wherever payment is made.

How much has been collected to date?
- R1600.

How much is in the bank account?
- R23000 for the emergency fund.

How much money does the committee hold?
- R500.

What has money been spent on? How much?
- R175, on buying stationery.

FUTURE ARRANGEMENTS
Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority'?
- No knowledge of the Act.

Does the committee believe it can look after the project for years to come? Does it want to?
- We are prepared and interested at maintaining the project as we are already doing.

What kind of arrangements would they want or envision with the WCDC as their service authority?
- We would approach the WCDC for financial assistance but we will on our own appoint consultants to do repairs or anything if necessary.

Appendix 14: MAKUKHANYE VILLAGE WATER COMMITTEE
DATE: 31 March 1998

PRESENT SITUATION ASSESSMENT:
General: How is the project operated and maintained?
- The project is a spring protection and water is collected into tanks and flows.

Staff: How many staff members? What are they paid? How much do they work? What do they do?
- The only staff we have are two technical operators but they are not paid.

Communication: How are reports made to the community? How are financial reports made to the community? Who often does it happen? When was the last report to the community made?

- We call community meetings and make reports concerning the project e.g. broken taps and repairs that have been done.
- No financial reports are done because the tariff collection system has failed.
- The chairperson makes the reports.

Relationships: What is the relationship with the TRC? Tribal Authority? WCDC?
- We have good relations with the TRC and the representative is active but the only problem is that he is not clear of his role. The representative is Mr Lupindo.
- We have good relations with the tribal authority to the extent that we usually hold our meetings at the tribal quarters or join in at their meetings. The Chief is Mr. Philpina Lupindo. The Headman is Mr. Novmiso Lupindo.
- No relations at all with the WCDC.

What problems have the committee experienced and how have they dealt with them?
- It is felt that the amount of the tariff is too high and therefore the community is not paying anymore.
- When there is a problem e.g. a tap is broken, those affected must contribute money in order to buy that part to fix the tap.

TECHNICAL:
What kind of system is in place?
- It is a spring protection working with gravity.

How is the system working?
- The system is working fine.

How often and how long has the system not worked? Why?
- The water always flows but in winter it runs out.

Is the community satisfied with the level of services?
- No.

FINANCIAL:
What is the tariff?
- R3.00.

How much is collected (Who, What, Where, How often?)
- The money used to be collected by the committee through the door-to-door system but this was discouraged when the community stopped paying.

Does the committee keep records? Receipts?
- Records are kept of those who have paid to do repairs to their tap.

How much has been collected to date?
- None.

How much is in the bank account?
- None.

How much money does the committee hold?
- None.

What has money been spent on? How much?

- It differs according to each tapstand.

FUTURE ARRANGEMENTS

Are any of the committee members aware of the Water Services Act?
Are any members aware of the terms ' water service provider' and water service authority'?

- No awareness of the Act.

Does the committee believe it can look after the project for years to come? Does it want to?

- We believe we can look after the project and we think that it will be possible if the amount of the tariff is revisited and is reduced so that the community starts paying again.

What kind of arrangements would they want or envision with the WCDC as their service authority?

- We would like assistance in terms of the water shortage we have at the project.
- We would want to approach the WCDC with needs for financial assistance.
- We would want to use the WCDC where there is conflict between the committee and the community.

Appendix 15: FEEDBACK WORKSHOP #1 REPORT

DATE: 27 MAY 1998
VENUE: METHODIST CHURCH, Matatiele

INTRODUCTION

The workshop was the first of the three feedback workshops that will be held in relation to the research project. The attendance was satisfactory and representative in that almost all the role players were present, namely the TRC, two representatives from the nine project areas, Maluti and Mt Fletcher Dwaf, Mvula Trust. The WCDC sent apologies and the Dept of Environmental Health was not represented.

AIMS AND OBJECTIVES

Basically the workshop was a report back on the work so far done with regard to the research -- household surveys completed on the 4th of last month; findings from the village water committee workshops and interviews with the stake holders both of which were done during May. Awareness of those results was to give everybody an idea of how each of the parties work, what they do or are supposed to do, and the sort of problems encountered. In theory, the feedback workshop was to indicate to the affected parties where shortcomings are and help lead to some improvement.

Of more importance though, was engaging the participants into a participatory discussion in which views were shared as to what the parties think would be the responsibilities of all role players for the future maintenance and operation of water projects. Overall, the workshop was an information sharing and awareness raising exercise aimed at gathering ideas and suggestions that would be useful for O&M purposes.

METHODOLOGY

The first session was devoted to giving reports on the work done. After each presentation a few minutes were allowed for questions and clarifications where needed. After the break the participants broke up into groups, each systematically mixed in order to have a balanced division in number and ensuring that members of the same group do not end up being in one group. Each group had to elect one person who would report to the whole group during the report back session. Again after all reports have been given, questions were allowed to clarify any issues arising from such reports.

At the end of the workshop a short summary was given of points common to all groups, basically to get some form of consensus and find out if anybody had any objections or additions.

OUTCOMES

1. *The roles of the Water Committees:*

- Ensuring access of the communities to water at all times.
- Making repairs where necessary, in other words the day –to-day maintenance of the project.
- Ensuring acceptable standards of water, i.e. cleanliness and that it is free of toxicants.

- Monitoring the project staff members ensuring that they do their job.
- Reporting to the community.
- Being a link between the community and the TRC.
- Scrutinising the financial books and demanding reports from the treasures and bookkeepers.
- Collecting tariffs and keeping records.

The roles of the Maluti TRC:
- Providing information regarding government policy on payment for water services.
- Ensuring that projects work.
- Visiting villages to collect information regarding the needs of the communities.
- Providing a link between the committees and the TRC.
- Auditing financial documents thereby ensuring transparency by the committees.
- Bringing development in rural areas.

The roles of the WCDC:
- Long term replacement of projects.
- Specialised and major repairs to projects.
- Fostering relations amongst the role players and providing a system that would allow all the regions under its jurisdiction work together.
- Ensuring that the TRC does its job.
- Ongoing monitoring of water and water supply at projects.

The roles of the Maluti DWAF (and Mt Fletcher DWAF):
- Working with the TRC and the Council to ensure that everyone is involved and informed of what is going on in the projects.
- Maintaining the old projects.

The role of DWAF (Provincial)
- Long term replacement of projects.
- Provision of information regarding government policy on payment for water services.
- Assisting the Maluti and Mt Fletcher with the maintenance of the old projects.
- Providing funds for development and working with the WCDC in monitoring expenditure of such grants.

The role of Mvula Trust
- Providing funds for projects.
- Long term replacement of projects.

The role of Environmental Health Officers
- Health and hygiene within the project areas.
- Ongoing monitoring of the quality of water at projects.

SUGGESTIONS AND ISSUES ARISING

1. A liaison structure should be formed consisting of all role players in the Maluti district. This structure will then form a desk that will provide information or any help needed.

2. A policy should be developed whereby in the future the tariffs will be received by the TRC from the committees and deposited into an account held by the District Council. But this idea was rejected on the grounds that in as much as these structures need to get involved, it is nevertheless not desirable that they take over the duty of collecting

tariffs. The committees are well capable of doing this job because they have bank accounts and trained personnel on bookkeeping.

3. There should be a standard rate paid in all communities. The idea was met with heavy criticism based on the following reasons.
   (a) It is not feasible to have a standard rate because the amount of the tariff was reached after consideration of the technical nature of the project, i.e. whether it is a bore hole, hand pump, wind mill, etc. The nature of the project impacts directly on how much would be needed for its maintenance.
   (b) That will benefit larger projects and communities at the expense of smaller and poor communities.
   (c) The rates paid are a result of agreements between the committees and the communities after the budget has been considered. Introducing that flat rate system would be imposing on the communities causing discontent and unnecessary conflicts.

REMARKS

- The workshop was productive because at the end concrete ideas were developed, satisfying the main objective of the whole exercise. It can be said to have been a stepping stone towards the development of a well debated policy on future maintenance of projects.
- Although at the beginning it was very aggressive, the situation soon came to normal after clarification of issues that seemed to be problematic, namely;
  (i) The TRC felt they had been by-passed during the household survey because they thought they should have been invited and present when the household surveys were being conducted.
  (ii) Several members of the TRC felt that the research was aimed at disuniting the communities and creating conflict between the role-players because role-players had been interviewed individually. These members also thought that role-players had been interviewed without the knowledge of the other.
  (iii) The same members of the TRC were concerned with what happened with the tariff money after water committees had collected it.

Appendix 16: FEEDBACK WORKSHOP #2 REPORT

DATE: 27 JULY 1998
VENUE: METHODIST CHURCH, Matatiele

INTRODUCTION

This was a follow-up workshop from the first one, which was held on the 27 of March. Although the turn over was low compared to the first workshop, it was nevertheless representative in that only three of the nine projects were not represented, namely Masakala, George Moshesh and Mphoshongweni. Of all the role players who were invited only the Dept. of Health (EHO) was not represented. A member of the research team from Cape Town, Mr. Ian Palmer also attended this workshop.

It was a participatory exercise in which all involved parties shared ideas with regard to the practicality and feasibility of the whole idea of official appointment of locally based water committees as service providers. Another question was with regard to the relationship that can be established between these bodies and the WCDC as envisaged by the Water Services Act.

METHODOLOGY

In the first session we had presentations on the following subjects;

- A review on the activities carried out to date in relation to the Matatiele Case Study.
- A presentation on the importance and relevance of this case within the context of the Water Services Act.

For the following group exercises there were specific questions / issues that each group had to answer.

OUTCOMES

Group 1 (Issue for Discussion)
If Water Committees are to be the contracted water service providers, more formal arrangements will need to be developed regarding the payment of staff, particularly technical maintenance (as opposed to repair).

Suggestions:

- The technical operator should be paid a better salary.
- He must make daily reports on the work done to the committee.
- The committee must keep spare parts for common repairs in the project, for example taps and pipes, so that they do not only buy parts when there is a need because sometimes there may be a problem with the part e.g size or type. This method will prevent unnecessary costs.
- When a problem has been reported to the technical operator or the committee, he must bring the tools and any parts to where such repairs are required so that he can fix the problem with immediate effect. It would be a good idea to also carry parts for ordinary repairs even when he is doing regular inspection. In this regard the community has a reciprocal responsibility of lending the technical operator tools which may be difficult to carry, for example spades depending on the distance. They may help when required.

- The committee should have a weekly or monthly schedule of technical operator' activities.
- The committee must on a regular basis (monthly or weekly) compare the schedule with the daily reports of the technical operator.
- It may also at its own discretion do an in loco inspection to ensure that the reports correspond with the work claimed to be done.
- There is a need to hire a bookkeeper for bigger projects but that venture may not be necessary for smaller ones.

Group 2 (Issue for discussion)
If Water Committees are to be contracted water service providers, more formal arrangements will have to be developed regarding improved collection procedures.

Suggestions:
- There needs to be a policy developed by the service authority to enforce payment of tariffs by the community and it should be its duty to inform people of such policy.
- The committee must be accountable and transparent by making regular reports to the community both financial reports and project reports. This necessitates that the committee receives training.
- The project must be in good condition and comply with RDP requirements especially in terms of distance.
- The committee must be strict and constant in the performance of its duties.
- Everybody must be involved in development including traditional leaders
- Workshops must be conducted for the chiefs in order to bring awareness of the role they can play in water projects and development in general.
- Big projects can employ a bookkeeper but in small projects the treasurer can also carry out the tasks normally done by a bookkeeper.
- Every project must have a technical operator.
- The committee must check the financial books of the project.
- The committee may set a target amount of money, which must have been collected by the end of the month.
- The committee may within itself establish a maintenance team that will work with the technical operator when there is harder work to be done, for example digging.
- A written agreement must be signed between the treasurer and the committee and between the bookkeeper and the committee to formalize and define responsibilities.
- The bookkeeper and treasurer must be trained on how to do their work. They are then expected to do monthly reports to the community on the performance of the collection. Financial reports must be done every month whether or not money has been collected so as to measure if any progress has been made.
- The bookkeeper and treasurer must have written reports, which one can always refer to if the need arises. It could be a better idea that a representative from the service authority or consultant is present when such reports are made.

Group 3 (Issue to be discussed)
There is a demand for mixed levels of services. In other words, some households are willing and able to pay for private tapstands. If Water Committees are to be water service providers, they will need to develop and manage private connections (where design specifications allow for such upgrading)

Suggestions:

- Any person desiring to have a private connection must meet with the committee that will then consult with the community to obtain its approval.
- When it has been agreed upon the technical operator must measure the distance between the household and the pipeline and work out the cost of materials that will be needed for that connection.
- A person may choose to buy the materials on his own or that the committee buys it for him. Where the latter is the case, he must pay 50% of the total cost as initial deposit and the balance will be paid in installments but where he bought the materials himself, he will be responsible for paying the technical operator.
- When the private tapstand was installed by the committee any repairs to that tap will be done by the tech. operator at no cost but where it was an individual connection the owner will pay the tech. operator for any services rendered.
- The amount of the monthly tariff to be paid by a private tapstand owner will be determined by the committee together with the community.
- A water meter may be installed and where this is the case the consumer will be allowed pay the normal rate provided the amount of water does not exceed 3000 liters. When this limit has been exceeded a 1cent charge will be levied on each additional liter. (This example was taken from the Tsita Water Project).
- Policies on this regard may vary according to each project.

Group 4 (Issue to be discussed)

If Water Committees are to appointed water service providers, structured procedures must be developed for communication between each service provider (and their customers) and the water service authority.

Suggestions:

- The reports should be submitted to the WCDC but at the moment there are constraints because the staff is not sufficient and capacity is also problem.
- There should be a simplified way of reporting to the Council either on a monthly basis or any period that may be suitable.
- Any complaints that the consumers make must be reported to the TRC that must pass the matter to the District Council.
- The District Council may appoint a local consultant to do regular on site inspection or delegate this duty to the TRC.
- A G.I.S will be used for keeping information.
- Information with regard to planning, costs, policies, maps must be supplied by the Council
- The Council will also help when any major repairs need to be carried out or it may hire a consultant to do those repairs.
- The TRC has a responsibility of giving reports to the District Council on any matters that concern the water project or any other development project.

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