

# POLICY 029/2016 RAADSBELEID

## MUNICIPALITY DAWID KRUIPER MUNISIPALITEIT

SUBJECT/ONDERWERP: **WATER & SANITATION SERVICE STANDARD POLICY**

REFERENCE/VERWYSING: **16.1.1.B & 16.4.B**

RESOLUTION NR/BESLUIT NO: **44/10.2/2016 (SCM)**                      DATE/DATUM: **26 October 2016**

POLICY OBJECTIVES: To assist Council, management and employees of the DAWID KRUIPER MUNICIPALITY in implementing and maintaining consistent, effective and efficient water and sanitation services to all citizens residing within its area of jurisdiction.

POLICY PHILOSOPHY: Council is committed towards the provision of consistent, effective and efficient water and sanitation services that meets the provisions of the Water Services Framework, approved by Cabinet in 2003.

### DEFINITION OF KEY WORDS

In this policy the following words shall have the meanings assigned as follows: -

"*Dawid Kruiper/The Municipality*": means the Dawid Kruiper Local Municipality,

"*Council*": means the elected Council of the Dawid Kruiper Local Municipality,

"*Act*": means the Local Government: Municipal Finance Management Act, 2003 [Act 56 of 2003],

"*Accounting Officer*": refers to the Municipal Manager of the municipality,

"*Chief Financial Officer or CFO*": refers to the Director of the Finance Directorate,

"*MFMA*": refers to the Municipal Finance Management Act, 2003, [Act 56 of 2003],

"*Minister*": refers to a Cabinet member responsible for Water and Sanitation,

"*DWS/DWA/DWAF*": means the National Department of Water & Sanitation

"*Key management personnel*": is defined as the Municipal Manager and all other managers reporting directly to the Municipal Manager or as designated by the Municipal Manager.

"*Policy*": refers to the Water Services Standard Policy of the DAWID KRUIPER MUNICIPALITY

"*Water Services*": refers to both drinking/potable water services as well as waste water/sanitation services or any part thereof

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## 1. INTRODUCTION

### 1.1 POLICY OBJECTIVE

Cabinet approved the Strategic Framework for Water Services September 2003, and this framework sets out a comprehensive approach with regards to the provision of drinking water supply and sanitation in South Africa. According to the Water Supply and Sanitation Policy White Paper, 1994, at the dawn of democracy in South Africa, nearly 12 million people were living without adequate supply of drinking water and nearly 21 million people were living without adequate sanitation services. It is a well-known fact that the South-African society is one of the most unequal in the world in socio-economic terms and this is also reflected in the access people have to water and sanitation services.

Lack of access to water supply and sanitation constrains opportunities to escape poverty and exacerbates the problems of vulnerable groups, especially those affected by HIV/Aids and other diseases. It is therefore appropriate that a key focus of South Africa's water services policy should be on ensuring access of the poor to adequate, affordable and sustainable levels of defined basic water supply and sanitation services (the first step up the services ladder). Moreover, stepping up the services ladder by providing higher levels of service (for example, a yard tap providing more than 50 litres per person per day) will greatly enhance people's lives, provided these services are sustainable.

However, services and the use of the water resource must be sustainable to ensure that we continue to make progress, and to ensure that future generations benefit from this progress.

This policy document sets out the DAWID KRUIPER MUNICIPALITY's service standard for the implementation of a Water and Sanitation Supply Service. The policy aims to define the different levels of water services standards in its area of jurisdiction, and will serve as the stepping stone in the DAWID KRUIPER MUNICIPALITY's approach to reduce the divide in terms of access to adequate, proper, appropriate and efficient access to water and sanitation services. While note is taken on the importance of providing water supply and sanitation services to institutions, particularly schools and clinics, this service standard places emphasis on household water supply and sanitation in conformance with ownership rights and Council's zoning requirements.

#### **The Vision**

The DAWID KRUIPER MUNICIPALITY adopts and aligns its vision in terms of water services provision with that of the Strategic Framework for Water Services.

Water is life, sanitation is dignity

All people living in the Dawid Kruiper Municipality have access to adequate, safe, appropriate and affordable water and sanitation services, use water wisely and practise safe sanitation.

Water supply and sanitation services are sustainable and are provided by an effective and efficient institution that is accountable and responsive to those whom they serve.

Water is used effectively, efficiently and sustainably in order to reduce poverty, improve human health and promote economic development.

Water and wastewater are managed in an environmentally responsible and sustainable manner.

## 1.2 WATER SERVICES GOALS AND OBJECTIVES

The DAWID KRUIPER MUNICIPALITY has set for itself the following goals and objectives in terms of the provision of water and sanitation services, as aligned to the Strategic Framework for Water Services.

The following goals are set in terms of the provision of water and sanitation services:

1. All people living in the DAWID KRUIPER MUNICIPALITY have access to an appropriate, acceptable, safe and affordable basic water supply and sanitation service.
2. All people living in the DAWID KRUIPER MUNICIPALITY are educated in healthy living practices (specifically with respect to the use of water and sanitation services) and the wise use of water.
3. Water and sanitation services are provided:
  - equitably (adequate services are provided fairly to all people);
  - affordably (no one is excluded from access to basic services because of its cost);
  - effectively (the job is done well);
  - efficiently (resources are not wasted);
  - sustainably (services are financially, environmentally, institutionally and socially sustainable); and
  - gender sensitively (taking into account the different needs and responsibilities of women and men with regard to water services and sanitation).
4. The DAWID KRUIPER MUNICIPALITY is accountable to its citizens, have adequate capacity to make wise choices (related to water services providers) and are able to regulate water services provision effectively.
5. The DAWID KRUIPER MUNICIPALITY is accountable, cost-effective, efficient, and viable, and implement appropriate gender equity policies.
6. The prices of water and sanitation services reflect the fact that they are both social and economic goods (that is, pricing promotes access to a basic safe service, encourages the wise and sustainable use of resources and ensures financial sustainability).
7. Water and sanitation services are effectively regulated with a view to ensuring the ongoing achievement of these goals.

## 1 POLICY INSTRUMENTS

### Legislation

Key roles of national, provincial and local government for sanitation provision are allocated in the Constitution. It tasks local government with the responsibility for provision of sustainable services to communities, with the support of provincial and national government.

Key legislation is briefly discussed below.

**The Water Services Act (Act 108 of 1997)** is to assist municipalities to undertake their role as water services authorities and to look after the interests of the consumer. It also clarifies the role of other water services institutions, especially water services providers and water boards.

**The National Water Act (Act 36 of 1998)** legislates the way in which the water resource is protected, used, developed, conserved, managed and controlled. It also governs how a municipality may return effluent and other wastewater back to the water resource.

**The Municipal Structures Act (Act 33 of 2000)** provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality and to provide for an appropriate division of functions and powers between categories of municipality. The Act allocates the responsibility for water services to the District Municipality or the local municipality if authorised by the Minister of provincial and Local Government.

**The Municipal Systems Act (Act 32 of 2000)** focuses on the internal systems and administration of a municipality. The Act introduces the differentiation between the function of an authority and that of a provider. It also identifies the importance of alternative mechanisms for providing municipal services and sets out certain requirements for entering into partnerships.

**The Municipal Demarcation Act (Act 27 of 1998)** provides criteria and procedures for the determination of municipal boundaries by an independent authority. In terms of the Act, the Municipal Demarcation Board is established to determine municipal boundaries. Section 24 provides that when demarcating a municipal boundary, the Board must aim to establish an area that would enable the municipality to fulfil its Constitutional obligations, including the provision of services in an equitable and sustainable manner, the promotion of social and economic development and the promotion of a safe and healthy environment. The tax base must also be as inclusive as possible of users of municipal services in the municipality. This is important in that rural and urban areas are consolidated, which ensures a more effective use of resources.

**The Division of Revenue Act**, which is enacted annually, gives effect to Section 214(1) of the Constitution that provides for the equitable division of nationally raised revenue among the three spheres of government. The Act for 2002 makes provision for the CWSS as an "Indirect Conditional Grant" to fund basic level of water services and the implementation of infrastructure projects where municipalities lack the capacity to do so.

**The White Paper on Basic Household Sanitation (DWAF, 2001)** emphasises the provision of a basic level of household sanitation to those areas with the greatest need. It focuses on the safe disposal of human waste in conjunction with appropriate health and hygiene practices. The key to this White Paper is that provision of sanitation services should be demand driven and community-based with a focus on community participation and household choice.

## **Funding Mechanisms**

Sources of funding for sanitation improvement that are available to local government include, the, Municipal Infrastructure Grant (MIG) and Equitable Share funding transfers from national to local government, and the revenue collected by the local authority.

### **1.1.1 Municipal Infrastructure Grant**

Municipal Infrastructure Grants are conditional grants for capital investment provided by national government. It is intended to provide capital finance for basic municipal infrastructure for poor households (those with household incomes of below R1 100 per month) and to a limited extent micro enterprises and deserving institutions. Municipalities in the urban renewal and rural development programmes are favoured for support. The Municipal Infrastructure Grant will have an overall target of removing the backlog with regard to access to basic municipal services over a ten year period.

The grant was phased in over a three-year period, through the merger of Consolidated Municipal Infrastructure Programme, the Local Economic Development Fund, the Water Service Capital Grant, the Community Based Public Works Programme and the Building for Sports and Recreation Programme. Individual national line departments will continue to lead the monitoring and support of the implementation in their specific functions and priorities.

### **1.1.2 The Equitable Share**

The Equitable Share is provided by national government to the local government for subsidising operating costs. It was introduced to assist the local government to overcome the burden of service delivery to the very poor.

Where the cost of service delivery exceeds the amount that is billed to very poor households, the subsidy will be used to contribute towards the general operating account of the local authority. This subsidy is an inter-governmental transfer of funds from national to local government. However, the Constitution indicates that inter-governmental transfers like the Equitable Share cannot be conditional, which means that local authorities have used the subsidy for other purposes.

### **1.1.3 Local Authority Revenue**

The Local Authorities' own revenue may be used to cross subsidise between "rich" and "poor" households. A broad assessment of municipal income in rural areas, (the areas with the greatest sanitation need), indicates that currently direct cost recovery is only applied to electricity. Any shortfall in the funding for other services is either carried by the service provider or financed with inter-governmental transfers. The total cost of service provision in rural areas with the exception of electricity, is therefore currently subsidised. Cost recovery in many areas remains a matter that requires urgent attention.

The local authority has discretion in deciding on the composition of the service delivery packages, the levels of service and the manner in which these are funded. The Integrated Development Plan is the mechanism for deciding on priorities and for steering and co-ordinating service delivery to avoid duplication of subsidies.

### **1.1.4 Subsidies**

Despite the view of the World Bank that service provision should not be subsidised, the South African government believe that this approach is justified. Due to the large disparity of rich and poor in South Africa, it is necessary to subsidise service provision, specifically to the indigent.

Once-off capital subsidies are currently provided for: housing; water, sanitation and rural electrification through various National Government departments and entities.

## Information and Education Programmes

The national Water, Sanitation and Hygiene (WASH) awareness campaign has been launched in collaboration with the United Nations Water Supply and Sanitation Collaborative Council. The aim of the campaign is to increase hygiene awareness and to promote hygienic sanitation practices.

The Department of Education is also assessing the mechanism of including health and hygiene education on the curriculum in order to maximise education impact on hygienic sanitation practices.

Education is considered essential to ensure that all consumers are aware of their responsibilities. These include:

- adhere to acts, municipal ordinances, by-laws and water restriction notices
- be water conservation conscious and make saving water a way of life
- not to flush foreign objects, used oil and materials into the sewer system
- not to discharge rain / surface water to the sewer system
- pay for services over and above any free allocation
- ensure that the water meter and sewer boundary chamber are always accessible

## 2 WATER SERVICES STANDARDS

### Water Supply Service Level

The quality of water provided as a basic service should be in accordance with currently accepted minimum standards with respect to health related chemical and microbial contaminants.

The minimum standard for basic water supply service is the provision of appropriate education in respect of effective water use, and a minimum quantity of potable water of 25 litres per person per day or 6 kilolitres per household per month at a minimum flow rate of not less than 10 litres per minute, within 200 metres of a household, with a maximum of 25 families sharing, and with an effectiveness such that no consumer is without a supply for more than seven full days in any year. The Water Service Level Categories for the DAWID KRUIPER MUNICIPALITY are as follows:

### Water Service Level Categories for the DAWID KRUIPER MUNICIPALITY

CATEGORY	WATER PROVISION SERVICE LEVEL
<b>Inadequate</b>	No access to basic water supply as defined below. (Water would generally be obtained at great difficulty from other residents or supplied on an emergency basis)
<b>Partial</b>	Partial access to basic water supply, as dictated by site-specific constraints (e.g., green tanks)
<b>Basic</b>	a) The provision of potable water (usually through communal taps / standpipes): <ul style="list-style-type: none"><li>• within 200 metres of a household;</li><li>• at a ratio of not more than 25 households per tap (based on 25 litres per person per day at a flow rate of 10 litres per minute);</li><li>• with an effectiveness of not more than 7 days interruption supply to any consumer per year; and</li></ul> b) the provision of appropriate education in respect of effective water use.
<b>Full</b>	Erf Connection or House connection

### Sanitation Service Level

The minimum standard for basic sanitation service is the provision of appropriate health and hygiene education in respect of sanitation, and the provision of a pit toilet, chemical toilet or urine diversion latrine which is safe, reliable, environmentally sound, easy to keep clean provides privacy and protection against the weather, well ventilated, keeps smells to a minimum and prevents the entry and exit of flies and other disease-carrying pests. The Sanitation Service Level Categories for the DAWID KRUIPER MUNICIPALITY are as follows:

#### Sanitation Service Level Categories for the DAWID KRUIPER MUNICIPALITY

CATEGORY	SANITATION PROVISION SERVICE LEVEL
<b>Inadequate</b>	No access to sanitation as defined below. (Residents would either share with other residents or would provide for themselves – often through open fields and unhygienic means)
<b>Partial</b>	Partial access to sanitation through the provision of 20 litres open stercus “black bucket” containers and being serviced by the municipality through the weekly removal of the bucket
<b>Basic</b>	a) The provision of a pit toilet, chemical toilet or urine diversion latrine which is:  safe, reliable, environmentally sound, easy to keep clean provides privacy and protection against the weather, well ventilated, keeps smells to a minimum and prevents the entry and exit of flies and other disease-carrying pests; and  b) the provision of appropriate health and hygiene education.
<b>Full</b>	On-site Waterborne, Conservancy Tank, Septic Tank

### 3 IMPLEMENTATION

#### Social Issues

Good sanitation is as much about people and their personal dignity as it is about public health, infrastructure provision or environmental management. Government policy states that basic sanitation is a human right, and emphasizes the importance of involving ordinary people in choosing, planning and implementing sanitation improvements that meet their needs and aspirations.

Social issues are often not considered or properly integrated into sanitation programmes. Inadequate sanitation frequently results in the loss of privacy and dignity, and increases risks to personal safety when toilets are placed at a distance from the home. This is particularly true for women and the elderly. Poor sanitation and unusable facilities in many rural contributes to absenteeism and an uncongenial learning environment, and is cited as an important reason why many girls drop out of school (UNICEF, 2002).

The provision of adequate sanitation services has immense potential to alleviate poverty:

- Directly – Through sanitation improvements which break the cycle of ill-health, lost income, foregone opportunities and economic impoverishment; and
- Indirectly – Through investment in local knowledge, skills and implementation capacity. Where local representative structures and Small Medium and Micro Enterprises drive sanitation improvement, that knowledge is entrenched locally, and funds intended for rural development remain within targeted communities, rather than flowing straight back to urban centres.



Community-based (rather than contractor-based) approaches that focus on sanitation improvement for people are encouraged by the DAWID KRUIPER MUNICIPALITY. Although contractor-driven approaches offer speedy delivery, community-based approaches are more likely to ensure long-lasting benefits with significant positive implications for community health and local economic development.

Awareness is also raised about the link between health, sanitation and waste management, which leads to more sustainable health improvements. Skills and jobs developed in the context of sanitation improvement remain within the community, and can be extended to other development initiatives.

### **The Water Ladder**

The DAWID KRUIPER MUNICIPALITY shares the commitment of the National Government in eliminating the backlog in basic water services and to progressively improving levels of service over time in line with the original aims of the Reconstruction and Development Programme in 1994.

The first step up the water ladder is the provision of at least a partial water and sanitation service to all people living in the area of jurisdiction of the DAWID KRUIPER MUNICIPALITY. With this comes a responsibility – not to abuse the right to basic services and to pay for services where these are provided over and above a basic service.

The next step is a basic level of service. The DAWID KRUIPER MUNICIPALITY will assist communities to achieve basic and higher levels of service wherever practical, affordable and sustainable without compromising the national policy priority of universal access to at least a basic level of service.

Projects will be implemented using a community-based approach. The highest priority will be given to those communities that face the greatest health risk due to inadequate sanitation and who cannot afford to meet their own requirements.

Community participation is identified as a key requirement for the success of any implementation programme. Projects are to be demand driven by the community, as demonstrated by the community's willingness to assist in project implementation.

Sufficient information is to be provided to the community to enable them to make an informed decision with regard to the type of technology implemented.

### **Monitoring and Evaluation**

The progress of water services implementation will be monitored and evaluated against key performance indicators and focuses on outcomes rather than inputs. Broad categories of monitoring and evaluation include progress related to:

- Programmes to clear the backlog,
- The promotion of health and hygiene education,
- The impact of sanitation improvement programmes on the health of communities,
- The allocation, application and management of funds,
- Development of common norms and standards, guidelines and other tools.

Key performance indicators will be developed for each of the broad categories. Data collection and measurement will take place at the level of implementation. The data collected will be evaluated, interpreted, summarised and reported to the various spheres of government through the co-ordination structures that have been established.